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ABSTRACT

In 1992 legislation enabled the U.S. Department of Labor to establish a program of Youth Fair Chance grants to provide comprehensive services to youth in selected urban and rural high poverty areas. The legislation also asked to an independent evaluation of the 16 urban and rural programs these grants funded, and this evaluation was undertaken by Mathematica Policy Research. Evaluation findings related to two of five items of Congressional interest are included in this report: (1) the extent to which participating communities fulfilled the goal of guaranteed access to appropriate education, training, and support services for all eligible youth in target areas who seek to participate; and (2) the effectiveness of efforts to integrate service delivery in target areas, including systems of common intake, assessment, and case management. The evaluation found that programs generally met the goal of guaranteed access to services. Programs were able to provide all youths who came in with education, employment, training, and support services within the limits of local service contexts. Programs were also able to integrate service delivery through case management and collaborative structures, although they usually did not create new service delivery systems. Case managers did not have the ability to determine eligibility for employment training, health, or income support programs. Overall, the program has a positive start, and demonstrated the potential to mobilize community efforts to serve youth. Two appendixes describe the characteristics of YFC centers and present program profiles. (Contains four tables, three figures, and two references.) (SLD)

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A POSITIVE FORCE: THE FIRST TWO YEARS OF YOUTH FAIR CHANCE

December 1996

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BACKGROUND ON THE YOUTH FAIR CHANCE EVALUATION AND CONGRESSIONAL REPORT

The 1992 Job Training Partnership Amendments authorized the Secretary of Labor to establish a national program of Youth Fair Chance (YFC) grants to provide comprehensive services to youth in selected urban and rural high-poverty areas. The legislation also authorized the Secretary to provide for an independent evaluation of the YFC program and to submit a report to Congress by December 31, 1996. The legislation asked that the evaluation provide "an assessment of:

(A) the impact on youth residing in the target areas, including rates of school completion, enrollment in advanced education or training, and employment of youth;

(B) the extent to which participating communities fulfilled the goal of guaranteed access to appropriate education, training, and supportive services to all eligible youth residing in target areas who seek to participate;

(C) the effectiveness of guaranteed access to comprehensive services combined with outreach and recruitment efforts in enlisting the participation of previously unserved or underserved youth residing in target areas;

(D) the effectiveness of efforts to integrate service delivery in target areas, including systems of common intake, assessment, and case management; and

(E) the feasibility of extending guaranteed access to comprehensive education, training and support services for youth in all areas of the United States, including possible approaches to incremental extension of such access over time."

The legislation further asked that the report include an analysis of expenditures, results achieved, and problems in the operations and coordination of programs.

The U.S. Department of Labor (DOL) responded to this legislation by providing grants in June 1994 to 16 high-poverty communities to plan and implement YFC programs. These programs were to include a learning center to provide primarily out-of-school youth with education, training, and employment services, case management, and support services. School-to-work initiatives in local secondary schools supported by YFC were expected to improve student learning and knowledge about careers. The community was to be involved through a community advisory board. DOL also selected a contractor, Mathematica Policy Research, Inc., to design and conduct an evaluation of YFC.

Two of the five congressional items--items B and D--are addressed in the accompanying report. The evaluation found that programs generally met the goal of providing guaranteed access to services. Programs also were able to integrate service delivery through case management and collaborative structures, although they usually did not create new service delivery systems. Overall, the program has had a promising start and has demonstrated the potential to mobilize community efforts to serve youths better.

Because implementation of YFC was slower than expected in some sites and because it takes time to observe program outcomes, items A, C, and E will be addressed in a later report that will be delivered at the end of 1997.

ACKNOWLEDGMENTS

Designing, conducting the evaluation, and preparing this report on the implementation of Youth Fair Chance was a complex undertaking that involved many individuals at the U.S. Department of Labor (DOL), the YFC sites, Mathematica Policy Research, Inc., (MPR), and Social Policy Research (SPR). These individuals made important contributions to the project and this report and they deserve our thanks.

At DOL, Mamoru Ishikawa, the project officer for the evaluation, and Beverly Bachemin, the project officer for the YFC program, provided guidance, helpful comments, and encouragement throughout the project. Their insights about the YFC program helped us understand the program and contributed to our evaluation. Other members of DOL's YFC team--especially Jerry Gundersen and Libby Queen--also contributed to the evaluation by providing comments on the report and information about the program. In addition, we received useful comments on the report from Paul Fredericks and Janice Gulledge.

Much of the information included in this report was gathered through a series of visits to each YFC site. We greatly appreciate the assistance the YFC program directors, staff, and other individuals gave us in setting up the visits and in answering our many questions. Without their help this report would not have been possible. In particular, we would like to thank Ramona Bentley, Alice Cole, Ernest Dorsey, and Marie Washington in Baltimore, MD; Marylou Shedler, Andrew Hyde, Manuel Mendez, and Plinio Ayala in the Bronx, NY; Larry Ketcher and Terry Thorne of the Cherokee Nation; Joseph Ippolito, Carol Kenney, Craig Dorn, and Judy Crocker in Cleveland, OH; Jerry Duran, Marilyn Webb, Venus Cobb, and Karen Ellis in Denver, CO; Karen Besenhofer, Larry Ramirez, Micaela Rathbun, and Ann English in Douglas, AZ; Ellen Trevino, Manual Ochoa, and Janie Alaniz in Edinburg, TX; Julia Horton, Ray Ezelle, Gwen Carter-Scott, and Bert Williams in Fort Worth, TX; Linda Furnas, Debbie Briano, and Liz Dias in Fresno, CA; Joe Wysinger, Bill Stephen, Barbara Gillenwaters, and Mary Bullock in Indianapolis, IN; Roger Foley, Miles Estes, Mike Jones, Kelda Johnson, and Jacqueline Bright in Knox County, KY; Ann Giagni, Al Rios, Marsha Easterday, and Robert Cabeza in Los Angeles, CA; Brenda Shockley in Los Angeles; Edna Perry, Elma Mardis, Willie Slate, and Michelle Fowlkes in Memphis, TN; Dennis Hart, William Villano, Michael Mongillo, and John Tirozzi in New Haven, CT; Cecelia Edmond, Debbie Jossart, and Bill Adams in Racine, WI; and Renee Fellinger, Jeffrey Hattori, Ron Jenkins, Brian Hutchins, and Ernie Olson in Seattle, WA.

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Walter Corson
Mark Dynarski

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A POSITIVE FORCE: THE FIRST TWO YEARS OF YOUTH FAIR CHANCE EXECUTIVE SUMMARY

For young people living in high-poverty communities, the road to a productive adulthood can be fraught with obstacles. Crime, drugs, gangs, and violence plague many of their communities. Underfunded schools struggle to teach them the skills they need for the future, but seeing so many unemployed adults saps their motivation to learn. At the same time, many residents of these communities want to create partnerships with governments, businesses, schools, churches, and community-based organizations to create better prospects for their young people. They want to counter the negative forces of the streets that drag young people down with positive forces to help them up.

One of these positive forces is the Youth Fair Chance (YFC) program, which started in 1994. The program supports efforts in 16 urban and rural areas to help young people ages 14 to 30 finish high school, get better jobs, and address personal and family problems that are obstacles to success (a 17th site was added later). The program, funded by the U.S. Department of Labor (DOL), provides youths with education, employment preparation and training, counseling, and support services. Case managers coordinate the services and try to help young people find solutions to problems. YFC programs generally operate in areas that have fewer than 30,000 residents, high poverty rates, and other problems associated with poverty. Twelve programs are in cities and four are in rural areas, including an area with a high proportion of Native Americans and an area that is home to many migrant and seasonal farmworkers. In YFC's first two years, each program received about $4 million in federal funds. This report describes features of YFC programs, analyzes their implementation, and draws lessons from their experiences that may be useful for designers of youth programs and comprehensive community initiatives.

The YFC program announcement clearly stated the program's primary objective and its means for achieving that objective. The objective was "to provide all youth living in designated target areas with improved access to the types of supports and services necessary to help them acquire the skills and knowledge they need to succeed in the world of work and to participate fully in society." It was to be accomplished by saturating a small area with comprehensive services that focused on education and employment. Learning centers set up in target areas were to provide education, employment, and support services for youths who were no longer attending school. School-to-work initiatives in local secondary schools were expected to improve student learning and knowledge about careers. Finally, communities were to be involved in the program through community advisory boards.

Flexibility to meet the needs of local youths is at the heart of YFC programs. Young people in high-poverty areas across the nation have many similar problems; they all need solid educations and access to good jobs, for example. Yet individual youths and communities can vary greatly and can have problems that need individualized solutions. Programs may need to find child care for one youth, arrange an eye exam for another, or obtain bus passes for another. One community may have a troubling gang problem; another may not have a gang problem but may need to address a lack of employment opportunities. In the first community, YFC can work with law enforcement agencies to develop gang intervention activities; in the second, it can develop bus service with the public transportation agency so that youths can get to their jobs.

YFC is different from conventional job training programs for youths funded under the Job Training Partnership Act (JTPA). These programs only serve youths who meet various eligibility criteria, such as being a high school dropout or receiving welfare assistance. These programs do not focus on specific geographic areas and do not provide opportunities for community input. Although they support some school activities through set-aside funds, they usually do not work closely with schools. In contrast, all youths in a target area can participate in YFC, community residents can play a role in advising and guiding the program, and the program collaborates actively with schools.

The enabling legislation for YFC called for programs to receive federal support for five years. This expectation changed dramatically after each site received an initial implementation grant of approximately $3 million in late June 1994. Sites received another $1 million in June 1995, but funding for the next three years, anticipated to be $1 to $2 million a year, was eliminated due to changing congressional priorities. In response to the cuts, sites curtailed full-fledged efforts to implement their programs and had to rebuild support among program partners during a crucial period of the implementation effort. Sites also adjusted their implementation plans to stretch the initial funding to cover two and a half to three years of operations and stepped up their efforts to become self-sustaining. The funding cuts gave the evaluation an earlier than expected look at how sites would try to become self-sustaining, but the cuts also caused YFC's experiences to differ from what might have happened with three more years of funding.

In the grant application, sites had to designate a target area, since the grant announcement called for sites to start YFC programs in small areas of high poverty. Data from the 1990 census show that the target areas selected for YFC funding met these criteria. YFC target areas had from 11,000 to 35,000 residents and poverty rates from 23 to 69 percent. They are similar in that they are poor and disadvantaged, but they are different in other respects. Five sites are in large cities, seven in smaller cities, and four in rural areas. The racial/ethnic makeup of the areas varies substantially. About a third of young people in the target areas--about 2,000 youths on average--were high school dropouts, unemployed high school graduates, or employed high school graduates working at jobs paying $5 or less an hour.

The process of getting YFC started had three major components: (1) building collaboratives involving local organizations and community residents, (2) setting up learning centers, and (3) working with schools to start school-to-work programs. The report examines implementation issues in each of these areas.

BUILDING THE PROGRAMS

Creating YFC programs involved pulling together different organizations within the community to form collaboratives. YFC's collaborative structure was key to its ability to access services that could address a wide range of needs. YFC funds went from DOL to local JTPA program operators; about half the programs developed local YFC collaboratives themselves, and the other half passed the funding to nonprofit or community-based organizations. YFC collaboratives included employment training organizations and education organizations (mostly schools and community colleges), community-based and civic organizations, social service agencies, and businesses. Community residents were involved mostly through YFC advisory boards, typically made up of residents, representatives of local businesses, churches, civic organizations, and agency staff.

Planning YFC

Small teams of staff had designed key elements of YFC programs within one or two months of DOL's announcement of the grant competition. After grants were awarded, key organizations in the collaboratives worked quickly to set up the programs. The short planning periods, combined with the unique mandate

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to serve all youths in an area rather than only those who met specific eligibility requirements, meant that some organizations never fully understood what YFC was about. That lack of understanding led to start-up delays as roles and responsibilities were worked out. In most sites, different entities with well-established procedures and administrative rules had to learn to work together in new ways. DOL and its technical assistance contractor put substantial effort into helping local sites see how YFC was different from categorical programs, supporting site efforts to create new collaborative structures, and working through difficulties with sites as issues arose.

Working Through Contract Issues

Most programs used contracts with service providers to set up a wide range of services. Because most sites had little or no experience running a program like YFC, they could not predict how many youths they would serve, what kinds of services youths would need, and what result the services would produce. However, contracts had to have performance standards so programs would be accountable. Some sites had to go through rounds of negotiation with service providers to work out performance standards that both parties could accept, a process that delayed startup.

Involving the Community

Community advisory boards were intended to ensure that target communities had a real stake in YFC programs. The community advisory boards set up for YFC provided ideas and guidance to help match service offerings with youth needs, held agencies accountable for YFC activities, and provided legitimacy for the programs, often by having respected community leaders sit on the boards. However, it took much effort to recruit residents to serve on boards, train residents on board procedures, and replace residents who resigned.

Early on, many sites recruited a range of people to serve on boards, including staff from agencies and organizations that were part of YFC, representatives from local civic organizations, churches and ministries, and residents from target areas. Agency staff were heavily represented on many boards. However, DOL pressured boards to have stronger community representation and pressured sites to reduce direct agency involvement on boards and turn over more functions to local residents and others not connected with YFC. Community residents exerted the same pressure, since they viewed agency staff on boards as a conflict of interest. Some programs responded by reconstituting their boards to enhance the role of residents.

YFC staff put a lot of effort into developing support for YFC in the target areas. Their success in developing support is evident in the leading roles that local YFC boards have begun to play to sustain YFC. Boards have formed committees to decide which program components to try to sustain and to look into getting funding. In about a third of the sites, boards now play a role in governing YFC programs and boards in other sites continue to move toward governance roles.

YFC LEARNING CENTERS

A key component of YFC is a learning center providing education, training, employment, and support services for youths and young adults who live in the target area. To set up the centers, sites had to identify, obtain, and renovate facilities from which they could provide services. Many sites encountered delays in this first step, and some sites had to change their service offerings to suit the facility they could find. They then had to get the message out about their learning centers and the services they provided.

Finding a Facility

Establishing centers often proved to be a major effort that started with finding a facility and negotiating the lease agreement. Finding a good facility was challenging because programs were operating in residential areas and had only 18 months of grant funds that they could commit. Choices were few because the areas had a limited amount of available and suitable commercial space for YFC centers. When programs found facilities that were the right size, the buildings often needed extensive renovations. Despite these difficulties, 11 of the 16 YFC programs began serving out-of-school youths in either temporary or permanent facilities within one year of receiving a grant. Nearly all were serving youths in a learning center within two years.

The Importance of Outreach and Recruitment

Most sites used traditional means to get the message out and recruit youths. They put public service announcements on radio and television and distributed fliers and brochures. However, YFC's message and purpose were not always clear to those being recruited. The large number of services being advertised and the program's comprehensive nature made YFC hard to comprehend. Simple publicity campaigns also had to contend with the large number of services already offered in communities and the reluctance of many youths to take advantage of such services.

When publicity campaigns did not succeed in recruiting large numbers of participants, program staff turned to other methods. They created referral networks with other government agencies and social service providers, and they hired community residents to talk one-on-one with youths about the benefits of participating in YFC. However, the most successful recruiting technique appeared to be word of mouth. Participants often stated that they had heard about YFC from a relative or friend. Program staff also reported that program participants were their best recruiters.

Learning Centers: Their Purpose

Learning centers were able to accomplish YFC's objective: to help youths get education and employment-oriented services. Through these centers youth had the opportunity to improve their basic academic skills, complete credits to obtain a high school diploma, work toward a GED certificate, learn specific or basic skills, or get a temporary or permanent job. All centers did not provide this range of services, but most provided some on-site educational and job development services. Often, these services were coordinated through a case manager, who advocated on the participants' behalf and found other resources in the community to help meet their needs.

Enrollment rose over the two years it took sites to get their centers set up. Since YFC began, the average learning center has served about 500 young people, with more than half enrolling in the six months from May to October 1996. During that six-month period, the average learning center enrolled about 270 young people, a rate of 45 a month.

YFC programs adopted one of three approaches for structuring their centers and delivering services. Five programs located staff from other service providers with YFC to create a version of a one-stop center where youths could receive services from multiple providers at one site. In some sites, colocated providers did not receive YFC funds. In other sites, colocated providers were YFC subcontractors. Eight programs established centers at which participants received most services through programs provided by the lead agency. Case managers coordinated with other community service providers if participants had special needs the lead agency could not meet. Two programs established centers that primarily provided intake and referral services. For these programs, youths came to the center for intake, and a staff member, typically a case manager, referred them to the appropriate community service providers. Regardless of their structure, centers generally assigned a case manager to develop an individualized assessment and service plan.

Offered services differed across sites but generally were numerous. In one center, for example, a youth could find literacy courses, job training, job preparation workshops, help with college and financial aid applications, gang awareness workshops, fathers' workshops, a computer lab, child care centers, recreation areas, a dropout retrieval program, and a music program. Nearly all centers provided educational services to participants, either directly or through subcontracts. Depending on the center, they included basic skills and instruction in English as a Second Language (ESL), GED preparation classes, and high school reentry and diploma programs.

Centers provided job training services in a variety of ways. Some programs provided in-house job training opportunities. Other programs relied on linkages with JTPA to provide training for JTPA-eligible youth. Some sites set aside a portion of YFC funds for training opportunities for non-JTPA eligible youths, while others made no provision for them. At several sites, the bulk of training services came from JTPA in-kind services. In general, few young people entered training, for two reasons. Many program entrants had weak basic skills, which meant that they first needed to improve their skills before they could enter training. More of these young people may enter training after they complete basic skills or GED courses. In addition, learning centers did not promote their roles as training providers; this may have limited the number of young people that came to them for training.

Centers also developed jobs for participants. Most centers hired job development or placement specialists to link participants with employers. The specialists taught participants general job skills, led job clubs, and developed job opportunities, such as internships and permanent placements for youths. Programs also used employment subsidies. Many centers paid subsidies directly to participants for the work they did in internships with employers, in community service programs YFC sponsored, and in jobs at the YFC center.

The Linchpin: Case Management

Case managers were a vital part of YFC. For many participants, their relationships with the case managers was the main YFC intervention. Many youths came to YFC centers burdened by personal problems or crises and relied heavily on their case manager's support. Case managers assessed clients' needs, developed service plans, identified and accessed appropriate services, and monitored the fit between the clients' needs and the services they were receiving. They networked with other providers to get counseling, drug rehabilitation, health services, food, clothing, and help with other needs. They also ran life skills classes, held support groups, and set up mentoring programs for participants.

Case management structures and processes differed widely across sites, and no structure or process dominated. However, case managers were clearly needed to match youths with the wide array of YFC services, monitor their progress through the services, and work with them to handle personal and social problems as they came up.

CONNECTING STUDENTS WITH CAREERS

Consistent with YFC's objective of giving young people "the skills or knowledge to succeed in the world of work," each YFC program set up school-to-work (STW) initiatives in one or two schools attended by target area youths. STW initiatives were intended to play the same role for target area youths in high school that learning centers played for target area youths who were no longer in school. The grant announcement called for programs to follow the guidelines in the School-to-Work Opportunities Act of 1994 for setting up STW initiatives. After two years of effort, elements of STW programs are up and running in many of the schools selected to be part of YFC. However, the complexity of STW initiatives makes it almost impossible to achieve full implementation within two years, and sites have more work ahead of them.

Gaining Support of School Staff

The first task YFC faced was to gain support for STW from teachers and principals. In a few sites, STW initiatives were under way before YFC began, and support was already in place. In most sites, however, YFC staff had to work with school staff to introduce STW concepts and get commitments from staff to join planning and implementation efforts. It is common for organizations working with schools to face challenges in building support within the schools, and YFC was no exception. Gaining support was easier in schools that had existing vocational education programs or career-related magnet programs, in schools within districts that had existing STW initiatives, and when school districts headed the STW effort. Nonetheless, DOL had to work extensively with its technical assistance provider to help program and school staff understand STW and learn more about the experience of successful STW initiatives.

Getting Employers Involved

Involving employers with schools is key to the success of STW. Employer involvement came later in the process of developing STW initiatives, after sites better understood STW and had gained support for it in schools. In YFC's first two years, about a third of YFC sites had extensive employer involvement in the STW program. Employers were involved with STW initiatives in four ways. They sat on advisory boards; they hosted students, and sometimes teachers, for job-shadowing visits; they hosted internships; or they released their employees to help school staff develop curricula with a stronger focus on workplace competencies. Most employers were active in only one or two activities, and were usually involved with only a few students at a time. Larger employers were more likely to be involved with more activities and with more students.

Employers generally got involved for three reasons. Some were concerned about their bottom line; they needed high-quality workers so they could be competitive. Others cited a charitable motive. They believed they should play a role in their communities by helping schools and working with students. Some believed that working with students was a good experience for employees, one that helped them to appreciate the skills they used on their jobs and provided a sense of personal reward when they helped young people learn.

Setting up Key STW Components

YFC schools served many at-risk students, and school and program staff had to adapt the STW model accordingly. Their high dropout rates were the key problem. Staff of YFC schools viewed dropout prevention activities, though distinct from STW activities, as fundamental. They believed ensuring that students stayed in school to benefit from STW was a first step in making STW initiatives a success. Dropout prevention included personal counseling, life skills classes, tutoring and remedial classes, mentoring programs, parenting classes, and case management.

Nearly all YFC sites initiated some kind of career awareness activity. Fourteen of the 16 sites set up a career awareness activity. They included structured assessments of student career interests, sometimes using computer-based career development software; presentations by employers or teachers on careers; and job shadowing experiences and visits to work sites, during which students learned about specific jobs and industries. Structured assessments were common and typically served many students, due to the heavy use of computers to perform the assessments.

Some YFC schools began setting up programs of study, known as "career majors" or "career pathways," that focused on particular careers. Choosing a career major meant that students took part in a sequence of academic and work-based activities oriented around learning knowledge and skills used in a particular occupational cluster. In schools that set up career majors, health, manufacturing, and business majors were common. Students typically chose a career major in the 9th or 10th grade, usually after they had taken part in career awareness activities.

Most YFC sites were able to offer a few internships for STW participants, usually for older students. Often the internships existed before YFC, although YFC generally enabled some schools to develop more internships. Internships gave students opportunities to learn about businesses, interact with workers or customers in a professional manner, and refine their career goals.

STW programs have been able to set up services for students more quickly than they have been able to create new learning experiences. This is partly because setting up services can be done directly, whereas creating new learning experiences requires substantial investment and coordination of staff time and effort. With a limited period for observing implementation, it is natural to see services before the results of investments in creating new learning experiences. Sites have more to do in the future to ensure that new learning experiences are integrated into academic courses and workplace activities.

TAKING STOCK

The initial implementation experiences of the sites provide an opportunity to address two questions posed by Congress: (1) whether programs are able to provide guaranteed access to appropriate services, and (2) whether programs are able to set up integrated systems of intake and case management.

The answer to the first question is yes. Programs set up learning centers that were able to provide all youths who walked in with education, employment, training, and support services within the limits of their local service contexts. However, programs are still new and many have not yet reached full enrollment. As more do, their ability to guarantee services to all youths who come in may be tested.

The answer to the second question is a conditional yes. Sites were able to set up systems of case management in learning centers that enabled youths to tap into a wide array of services. However, case managers did not have the ability to determine eligibility for employment training, health, or income support programs, nor were the intake processes for these programs combined and smoothed. Although programs actively collaborated with other service providers, none was able to create an integrated service delivery *system* in a target area. YFC programs often operated in small areas of large cities and could not have persuaded citywide agencies or providers to change their entire systems for a program serving only a small percentage of the city's population.

The initial implementation experiences of the sites also provides an opportunity to address four issues that relate to the usefulness of programs like YFC: (1) how YFC changed access to services, (2) whether local sites will sustain YFC, (3) whether YFC is a promising approach, and (4) how the YFC concept can be improved.

1. ***How did YFC affect access to services?*** YFC was intended to increase target area youths' access to education, employment, and other services by (1) providing funds for services in the target areas, (2) establishing learning centers for out-of-school youths, and (3) promoting school-to-work concepts in local schools. The learning centers, in particular, were expected to improve access to services by bringing service providers together in a one-stop setting where youths could receive services or service referrals.

   We examined whether YFC affected service access by comparing the service environment in the YFC communities with the service environment in a set of comparison communities. We found that implementation of YFC in the target communities substantially increased the level of resources spent on services for out-of-school youths. The JTPA program is a major provider of education and training for young people in both the YFC and the comparison communities. We estimate that YFC spending ranged from 1.5 to 17 times the JTPA expenditures for youths in target areas.

   Implementation of YFC also changed the nature of services and service delivery for youths who are no longer in school. Learning centers in YFC communities offered a more comprehensive set of services than was available in the comparison communities. Although community-based organizations in the comparison communities often provided some similar services, the range of available services tended to be more limited. (In only one comparison community did we find something similar to the YFC learning center.) Case management for out-of-school youths was typically not available in the comparison communities. However, case management was an integral part of YFC and available in all the operating YFC centers. Although YFC community boards exercised differing levels of control over YFC programs, at a minimum they provided opportunities for a broad range of residents and local agencies to give ideas and guidance to the YFC service providers. Generally, no comparable means of communication existed in other communities.

   Implementation of STW efforts that are part of YFC has made less of a difference for high school students. Schools serving target areas and schools serving comparison communities were often setting up similar STW activities. One reason for this is the current significant federal effort to set up STW initiatives. Districts that were collaborating with YFC were often engaged in federally supported efforts to set up STW initiatives in other schools.

2. ***Will local sites continue YFC?*** Federal funding was initially expected to last for five years but was cut off after the second year due to changing congressional priorities. Sites responded by accelerating their efforts to become self-sustaining. Some sites also decided to reduce their scale of operations. Most efforts to become self-sustaining are still in the planning stage, and the outcome is not yet known. Nearly all programs have joined forces to

try to obtain national foundation support to keep the programs going. This effort, called the National Network, is just beginning.

However, it will be difficult for sites to obtain enough funding to maintain the entire YFC program (at least at the current scale). It will be particularly hard to find enough funding to sustain the YFC centers. The cost of operating a learning center was generally the largest portion of a YFC annual budget. With federal funding for youth employment and training programs declining sharply in recent years, there is no natural funding stream that could be tapped to support these centers. Funding may be found for some components or for some target groups, but it will be difficult to maintain the diversity of services and the noncategorical nature of the YFC program. STW efforts are more likely to be sustained, as school districts are able to pick up the tab for continuing their development and federal support for STW continues to be strong.

3. ***Is YFC a promising approach?*** Our assessment of the implementation experiences of the YFC sites leads to several conclusions about the potential usefulness of the YFC model for delivering services to youths.

   First, giving the community a role in influencing program direction is an important and useful feature of the YFC model. The concept that the community could influence program direction seemed to be greeted with general interest and excitement. YFC community advisory board meetings attracted a wide range of agency representatives and local residents. The promise of receiving funding probably attracted some board members initially, but meetings were well attended even after future YFC funding was cut off.

   The effort expended in setting up the community boards is likely to have payoffs in the long run. The boards are helping to sustain YFC, and their presence may ultimately be an important factor in attracting future funding. Even if programs cannot sustain themselves, the effort to set up the boards has brought together agency personnel and residents, and the connections will strengthen future collaborations.

   Second, another important and useful feature of the YFC model is that all youths in the community are eligible for services. Universal eligibility helps recruitment, eliminates the potential stigma of participation, and is easy to implement. Program staff and community representatives cited it as an important plus in generating community support for YFC. A potential downside of universal eligibility is that a program may not target disadvantaged and low-income youths as heavily as a program with categorical eligibility requirements. We have not yet collected data on participant incomes, but our observations from site visits and reviews of case files suggest that the downside is limited because YFC appeals mostly to youths who are poor and disadvantaged. This makes sense, because centers were located in high-poverty areas and services offered were aimed at youths who needed more education and training to obtain a good job.

   A third important feature of the YFC model is its flexibility to tailor the choice of services to local needs. While most sites provided a core of similar education, employment, and case management services in their learning centers, sites differed widely in their choice of support services and in methods of service delivery. For example, some sites arranged and paid for on-site child care, while others used existing child care facilities. Sites in urban areas often provided bus passes for youths, while sites in rural areas purchased vans to transport them. One rural site with a geographically widespread population used a mobile learning center to take the services to the youths. Some sites funded recreation while others, believing local recreation programs were adequate, did not. The school-to-work programs and the ways schools used YFC funds also varied substantially, depending on the local context.

In practice, YFC's concept of community-based service delivery also has some limitations. YFC target areas were defined using census tracts and often did not correspond to actual neighborhoods. In addition, due to difficulty finding suitable facilities, it was not always possible to locate the YFC centers in target areas or near the center of target areas. As a result, some youths who lived just outside the YFC areas sought services at the centers but had to be denied. This situation did not make sense to those youths or to program staff.

While improving secondary schools is important, it is questionable whether efforts to improve schools through a neighborhood-based service program like YFC leads to improved school experiences for *target area* youths. Because of busing, magnet schools, and school choice programs, youths from YFC target areas often did not attend local high schools. However, because schools are important institutions in neighborhoods, efforts by programs like YFC to improve schools may be important (even if the efforts do not directly affect many neighborhood youths), if only to attract favorable attention and enhance the neighborhood's reputation as a place to live and work.

Rural sites had less difficulty with some of these limitations. The geographic entity usually was well defined, and schools tended to serve the target area. In addition, it was easier to get key people together in the rural sites. For example, in smaller sites, the school superintendent and the mayor were more likely to be aware of YFC and to participate in developing the program. In large cities, school superintendents and mayors would probably not work together to develop a program serving one neighborhood.

4 ***What could make YFC better?*** Our initial assessment of the YFC program implementation experiences suggests two improvements to the YFC concept. Our suggestions point in the direction of opening learning centers to more young people in need and broadening the services to include more activities that may benefit middle school and high school students.

First, YFC programs could strive to create a more cohesive set of services for school-age youths in target areas by offering activities in learning centers to complement activities in schools. For example, centers could provide after-school programs that help middle school youths or high school youths with their homework, enrichment activities that help students learn about their cultures and the arts, and support services to help students deal with personal and social problems in ways that schools cannot. Learning centers could also develop linkages with schools so that youths who are in danger of dropping out or who have dropped out can be referred to the learning centers for assistance. For example, school counselors could refer students who are having trouble in school to YFC learning centers for help, or schools could send lists of recent dropouts to case managers at learning centers, who could contact students to offer their help. By working together, learning centers and schools could create tighter support systems in which few youths can slip through cracks and not be helped.

Second, the delineation of YFC target areas could be more flexible. This would remedy awkward situations in which centers are located outside target areas or in which low-income youths who live outside the target area are drawn to the center but must be turned away. In addition, allowing larger areas is likely to help programs achieve a reasonable scale of operations. In fact, it may not even be necessary to base eligibility for services on residence in a specific target area. Locating YFC centers in high-poverty areas and offering services to youths who need education or training to obtain decent jobs will automatically aim services toward low-income, disadvantaged youths.

I. THE PROMISE OF YOUTH FAIR CHANCE IN HIGH-POVERTY COMMUNITIES

For youths living in high-poverty communities, the road to a productive adulthood can be fraught with obstacles. Crime, drugs, gangs, and violence plague many of their communities. Underfunded schools struggle to teach them the skills they need for the future in settings where high unemployment levels sap their motivation to learn. At the same time, many residents of these communities want to create partnerships with governments, businesses, schools, churches, and community-based organizations to create better prospects for their young people. They want to counter the negative forces of the streets that drag young people down with positive forces to help them up.

One of these positive forces is the Youth Fair Chance (YFC) program, which started in 1990 and entered its second phase in 1994. The program, funded by the U.S. Department of Labor (DOL), supports efforts in 16 urban and rural areas to help young people (ages 14 to 30) finish high school, get better jobs, and address personal and family problems that are obstacles to success. A 17th site in south central Los Angeles was added to YFC after other sites were selected and after the national evaluation began.[1] The program provides youths with education, employment preparation and training, case management, counseling, and support services. YFC programs generally operate in areas that have fewer than 30,000 residents, high poverty rates, and other problems associated with poverty. Twelve programs are in cities and four are in rural areas, including an area where many Native Americans live and an area that is home to many migrant and seasonal farmworkers. In YFC's first two years, each program received about $4 million in federal funds. Any youths between ages 14 and 30 who live in the target area (usually a set of census tracts) are eligible.

At first glance, YFC programs appear to help mostly by giving participants access to education and employment-related services. Education services include help to improve basic skills, classes to prepare for the General Education Development (GED) certificate, and help in applying for college and financial aid. For youths still in high school, YFC works to help them create better career connections and to make classroom experiences more fruitful by building learning around real-world examples. Employment-related services include classroom and on-the-job training, help learning how to look for a job, and job placement.

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[1] Findings from the 17th site will be included in future evaluation reports.

Yet a longer look at YFC shows that it is different from conventional approaches to delivering these services. YFC gives youths access to a range of additional services--beyond education and training--to promote their development. For example, some YFC programs teach youths how to be ready for the workforce, budget money, avoid conflicts, and develop healthy outlooks on life. Young people can go to YFC programs for recreation and cultural activities. Programs also refer troubled youths to treatment for substance abuse and advocate for those who have been arrested or adjudicated. Many services are personalized and tailored to individual needs. Staff might help youths find child care, arrange for an eye exam if someone is having trouble seeing the board in class, or find bus passes for someone who uses buses to get to work. They also try to help participants with family problems and to be there for youths who need someone to talk to.

As these activities suggest, a key ingredient of YFC programs is their flexibility to meet the needs of local youths. The problems of young people in high-poverty areas nationwide are alike in some respects; for example, they all need solid educations and access to good jobs. Yet many of their problems can differ widely. One city neighborhood may have a troubling gang problem. An area in another city may not have gang problems but may lack employment opportunities. In the first neighborhood, YFC can work with local law enforcement agencies to develop gang intervention activities. In the second, YFC can develop bus service with the public transportation agency so that youths can get to areas with jobs.

YFC's collaborative structure, which gives it the ability to identify solutions and the access to services to facilitate them, makes such flexibility possible. DOL-funded Job Training Partnership Act (JTPA) program operators developed local YFC collaboratives or passed the funding to community-based organizations who developed the collaboratives. YFC collaboratives included employment-training organizations (supported through JTPA funds) and education organizations (mostly schools and community colleges), as well as community-based and civic organizations, social service agencies, and businesses. Community residents were involved mostly through YFC advisory boards, typically made up of residents, representatives of local businesses, churches, civic organizations, and agency staff.

These collaboratives were expected to increase rates of school completion, enrollment in advanced education and training, and employment by providing access to comprehensive education, training, and employment services to youth in the target areas. These objectives were to be accomplished by setting up learning centers in target areas to provide primarily out-of-school youth with education, training, and employment services, case management, and support services, either directly or through referrals. School-to-work initiatives in local secondary schools supported by YFC were expected to improve student learning and knowledge about careers. Finally, the community was to be involved through a community advisory board.

YFC is different from the regular youth job training programs funded under JTPA. Conventional JTPA programs only serve youths who meet various eligibility criteria, such as having dropped out of school or receiving welfare assistance. Programs do not focus on specific geographic areas and do not provide opportunities for community input. In addition, although they support some activities at schools through set-aside funds, programs do not often work closely with schools. In contrast, YFC is open to all youths in a concentrated area, gives the community a role in advising and guiding the program, and collaborates actively with schools.

YFC also differs from many other programs in that federal funding was intended to be seed money; sites were to become self-sustaining at the end of five years. However, this initial expectation changed dramatically at the end of the first year. The sites received an initial implementation grant of approximately

$3 million in late June 1994 and another $1 million in June 1995, but the expected additional three years of funding were eliminated due to changing congressional priorities. This action made efforts to become self-sustaining a priority. The sites also adjusted their implementation plans to stretch initial funding to cover two and a half to three years of operations.

A. WHAT DO WE KNOW AFTER TWO YEARS?

DOL announced YFC grant awards in late June 1994, setting in motion complex and dynamic forces that continue to shape the programs two years later. This report focuses on describing these forces--how they shaped the program and affected its implementation. This report also begins to discuss some fundamental questions about the program, including whether YFC is feasible, what kinds of challenges it faces, and whether it can be improved. These questions will be reexamined in a future report once additional information on the experiences of participants and youth in the YFC communities is obtained. This future report will also address questions mandated by the legislation authorizing the YFC program, including whether YFC had impacts on youths in participating communities, if YFC programs were able to guarantee youths access to appropriate services, and if YFC could be implemented on a national scale.

B. BLENDING TWO APPROACHES FOR HELPING YOUNG PEOPLE

Since the War on Poverty began in the 1960s, two approaches have been used for helping young people in high-poverty areas. One, the "human services" approach, helps young people by providing education, job training, health care, income maintenance, or other services. Another, the "neighborhood development" approach, tries to improve high-poverty areas directly through economic and infrastructure development. This approach may also bring in human services to help residents, but these services generally are not the focal point of the intervention. YFC combines the two approaches. It directs human services toward young people who live in high-poverty areas, but it differs from the first approach in that *all* youths and young adults who live in these areas can participate, regardless of their backgrounds or economic circumstances. YFC concentrates on a neighborhood, as in the second approach, but it concentrates on saturating the area with human services, not on economic and infrastructure development.

The increasing level of distress in many high-poverty communities has increased the need for programs like YFC. Indicators of social and economic health in these communities have declined sharply in the past 15 years. Rates of unemployment and idleness, gang activity, teenage parenthood, drug use, and school dropout have hit unprecedented highs in many high-poverty areas. Wilson (1987) calls these areas "underclass" communities and traces their distress to economic forces that have eliminated many of the blue-collar jobs that traditionally were the first rung up on the economic ladder. This job loss is associated with an outmigration of the urban middle class and deterioration of community institutions and social networks.

The government can partly counter these shifts by providing youths with education, job training services, or other human services. Reinvigorating the communities themselves, however, may require that the government deliver a "critical mass" of services to many youths within the communities, and a spate of recent programs have tried to do so. These efforts include the U.S. Department of Justice's "Weed and Seed" and "SafeFutures" program, the U.S. Department of Health and Human Services' "Healthy Start" program, the U.S. Department of Housing and Urban Development's "Empowerment Zone" and "Family Investment Centers" programs, and DOL's "Youth Opportunities Unlimited (YOU)" program. These efforts focus on the community and provide a range of services for particular groups within it. Healthy Start serves pregnant women, parents, and infants in high-poverty areas to try to reduce infant mortality. Family investment centers provide comprehensive services through public housing authorities. Empowerment Zones coordinate efforts to develop jobs, improve local infrastructure, and direct human services in high-poverty areas. YFC is one of the most recent of these large-scale community initiatives.

C. YFC TARGET AREAS

Before discussing YFC's experience during its first two years, it is useful to set the stage by looking at the characteristics of the geographic areas where YFC programs operated, since they played an important role in determining some features of the programs. Later chapters provide more detail about the programs themselves.

In applying for YFC grants, sites had to designate a target area, since the grant announcement called for sites to start YFC programs in small areas of high poverty. Data from the 1990 Census show that the target areas met these criteria. YFC target areas had from 11,000 to 35,000 residents, poverty rates from 23 to 69 percent, and school enrollment and employment rates well below the national average. Table I.1 shows other characteristics of the target areas and of the United States as a whole. Figure I.1 shows their locations.

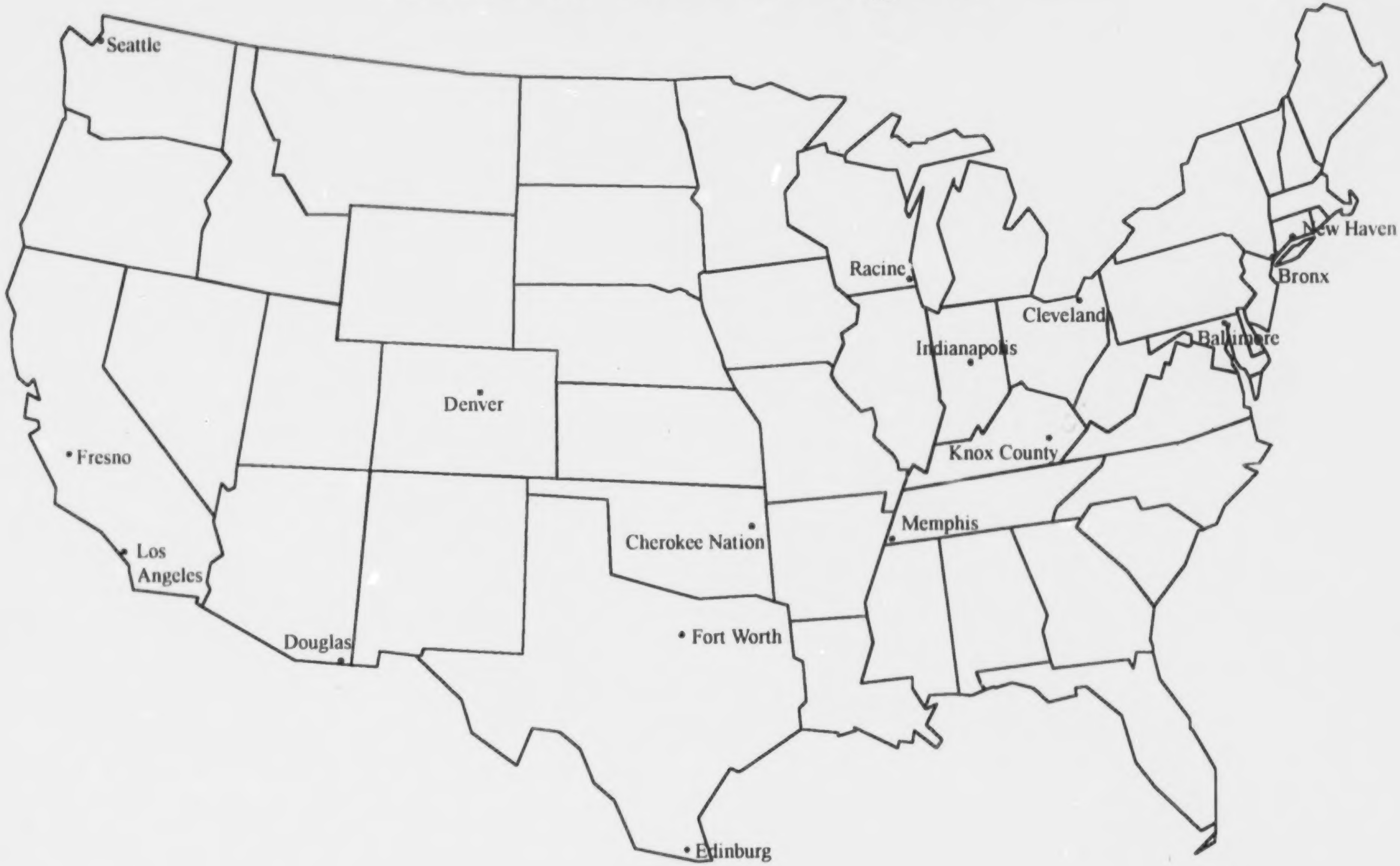
TABLE I.1

CHARACTERISTICS OF YFC TARGET AREAS

	Average for YFC Target Areas	High and Low Values for YFC Target Areas	Average for United States
Population	23,700	11,000 to 35,000	Not applicable
Family Income	$17,000	$6,700 to $25,400	$35,000
Percentage of Families in Poverty	36	23 to 69	10
Percentage of Households Receiving Public Assistance	25	15 to 47	8
Race/Ethnicity Distribution			
White	28	1 to 99	76
Black	35	0 to 97	12
Hispanic	31	0 to 87	9
Other	5	0 to 27	4
Percentage of Residents Age 25 or Older Who Have Not Completed High School	48	31 to 73	25
Percentage of Residents Ages 16 to 30 Who Are Employed	57	46 to 71	67
Percentage of Residents Ages 14 to 17 Enrolled in Secondary School	92	72 to 98	97
Percentage of Residents Ages 14 to 30 Enrolled in Secondary School or College	38	26 to 54	42

SOURCE: 1990 Census data; Telephone Survey of YFC Target Areas.

Figure I.1
Youth Fair Chance Programs


Seattle
New Haven
Racine
Bronx
Cleveland
Indianapolis
Baltimore
Denver
Fresno
Knox County
Memphis
Cherokee Nation
Los Angeles
Douglas
Fort Worth
Edinburg

YFC target areas are similar in that they are poor and disadvantaged but quite different in other respects. Five sites are in large cities, seven in smaller cities, and four in rural areas. As required in the legislation, one site--the Cherokee Nation in Oklahoma--is a Native American tribal area, and one--Edinburg, Texas--has a large migrant farmworker population. The racial/ethnic makeup of the areas varies substantially. Five sites--Denver; Fresno; New Haven, Connecticut; Racine, Wisconsin; and Seattle--have populations that are ethnically mixed; no one group represents more than 60 percent of the population. Four sites--Baltimore, Fort Worth, Indianapolis, and Memphis--have largely African American populations. Four sites--the Bronx; Douglas, Arizona; Edinburg, Texas; and Los Angeles--have largely Hispanic populations. Two sites--Cleveland and Knox County, Kentucky--have largely white populations. The Cherokee Nation site has a large Native American population.

YFC target areas had problems associated with poverty. In a telephone survey of randomly selected young people in YFC target areas, two-thirds said that high unemployment, drugs, and crime were "a big problem" or "somewhat of a problem." About two-thirds thought their neighborhoods were unsafe at night, and two-fifths thought their neighborhoods were unsafe during the day.

In talks with evaluators, young people living in YFC target areas openly expressed their frustration with living in high-crime areas. One had to walk past drug dealers regularly. He said, "Whatever corner you turn, they're gonna be saying it loud . . . 'hey, you want this man?' You know, and you just got to go with your head down, hoping that someday you're gonna get out of there." Many young people were afraid of gangs and did what they could to avoid them. One youth said, "It's like a real-life game that you play . . . if I have on a blue shirt or something, I can't even walk down the street . . . you know what I'm saying? I don't like that." The lack of positive role models also became apparent in talks with the young people. One youth said, "I don't want to be like nobody where I live." Another said he hoped YFC was his ticket out of the area: "I know that if I could do this YFC program, I could get a decent job and make a decent living, enough to get out of here."

Data from a telephone survey also show that, although YFC target areas generally had high levels of poverty and crime, many young people in those areas may not need the type of education and employment services that YFC offers through learning centers. About 50 percent of young people in the target areas attend school (either secondary school, college, or a vocational school or training program), and another 18 percent are high school graduates working for more than $5 an hour. The rest, about a third of young people in the target areas, are more suited to YFC services. These young people are not in secondary or postsecondary school and are high school dropouts, unemployed high school graduates, or employed high school graduates working at jobs paying $5 or less an hour.

A closer look at young people who are most suited to YFC education and employment services shows that they are also likely to benefit from other services. Almost half of them have children at home and may need child care. In addition, many have a disability, have a potential alcohol or substance abuse problem, or are involved in criminal or gang activity. Sixteen percent face two or more of these problems. Combine that with the estimate that 6,000 to 8,000 target area residents are in the YFC age range, and the average target area thus has about 1,800 to 2,400 young people who are the most suited for YFC education and employment services. More than 1,000 of these young people may also need to tap other services.

D. YFC COMPONENTS

YFC programs had three main components: (1) learning centers providing services mostly to youths who were no longer in school, (2) school-to-work initiatives providing services to students in school, and (3) community advisory boards. Table I.2 describes the components as of spring 1996.

Most programs had housed their learning centers in permanent facilities where most activities took place. In nearly all sites, participants received case management services, although the intensity of the service varied across sites. Other activities in learning centers included education classes (usually GED

TABLE I.2

KEY FEATURES OF YOUTH FAIR CHANCE PROGRAMS AT THE END OF THE SECOND PROGRAM YEAR

Community Program	School Program	Community Advisory Board
Baltimore, Maryland		
The YFC facility is expected to open in December 1996. Until then, activities have been taking place in temporary facilities. Activities include: Case management Instruction in adult basic skills Occupational training in cosmetology, building trades, and computers Program promoting youth entrepreneurship Recreation and cultural activities	Schools: Dunbar and Patterson high schools, various middle schools Activities for high school students include: Access to the citywide school-to-work initiative that combines subsidized work-based experiences with a preemployment class held weekly Access to technical labs at Dunbar	The YFC Executive Policy Advisory Committee was set up by the mayor to provide policy guidance to the program.
Bronx, New York		
The YFC Center for Comprehensive Education and Employment is located in the southeast corner of the target area. Activities include: Case management Classes in basic skills and GED preparation Job readiness classes augmented by optional short-term classes in subjects such as word processing and entrepreneurship Help searching for jobs	Schools: Roosevelt High School and Intermediate School 200 Activities at Roosevelt include: A four-year YFC "house" for students from the target area After-school employability class, including job shadowing, workplace investigation reports, development of workplace skills Part-time and summer jobs	The community advisory board consists of representatives from schools and community-based organizations. The board is exploring ways to sustain YFC.
Cherokee Nation, Oklahoma		
The YFC center will be housed at the National Guard Armory in Stilwell. Activities include: Case management Instruction in the Cherokee language Help searching for jobs	Schools: Stilwell and Sequoyah high schools and feeder elementary schools Activities include: Help for students transitioning to high school Job guarantee component, providing Saturday and summer jobs, if students keep up grades and attendance Mobile learning lab for at-risk elementary school students	The community advisory council meets monthly. The council does not have a decision-making role but has conducted a community needs assessment and solicited input from youth.
Cleveland, Ohio		
The program operates out of the existing adult education center at Max Hayes Vocational High School. Planned activities include: Case management Instruction in basic skills, ESL, and GED preparation Training in advanced manufacturing skills Help in deciding careers and finding jobs	School: Max Hayes Vocational High School Activities at Max Hayes include Project SMART, which: Provides interthematic curricula based on themes from employers and skill standards Provides field trips, job shadowing, work-based learning experiences, and internships at local manufacturing firms	The community advisory board, which consists mostly of agency staff members living or working in the target area, meets monthly to provide guidance and support to YFC.

TABLE I.2 *(continued)*

Community Program	School Program	Community Advisory Board
Denver, Colorado		
The Youth Empowerment Services center is located in a converted industrial building. The building also houses a satellite office of the Tech-East center, a community college program. Activities include: Case management Instruction in GED, basic skills, and ESL Access to community college training programs Child care and transportation assistance Recreation programs	Schools: Manual and East High Schools Activities include: Case management Study skills and career awareness course for 9th graders Option of career modules in health, technology, and business in 10th grade Applied job training course for 11th graders Work experience and internships for 12th graders	The community advisory board, a mix of community residents and representatives of local service providers, provides ideas and guidance to the program.
Douglas, Arizona		
The Douglas YFC center operates out of a facility that housed the private industry council's existing computer lab. Activities provided include: Case management Computer labs for basic skills, GED, and ESL instruction Some work experience and help finding jobs	Schools: Douglas High School and its feeder middle schools Activities include: Career awareness instruction at middle schools Option at the high school to enroll in one of four career clusters (technology, hotel skills and management, business, and health) Work experience component at the high school Alternative school for students not succeeding in regular high school	The 15-member community advisory board is made up of business, school, city, community, and youth representatives. The board provides advice and guidance to the program.
Edinburg, Texas		
The center is housed at a facility leased from the Department of Human Services. Activities include: Case management Computer learning center, providing GED and ESL and literacy instruction Program to promote youth entrepreneurship Recreation	Schools: Edinburg and Edinburg North high schools Activities include: Self-esteem and career exploration programs Integrating school-to-work curricula in English classes (at Edinburg) and math classes (at Edinburg North)	The community advisory council was reconstituted in fall 1996. The new council, which consists of professionals, youths, and community members, provides advice to the program.
Fort Worth, Texas		
The Center for Continuing Education and Training is located in a commercial mall in the target area. Activities include: Case management Learning center providing basic skills instruction Alternative education program granting high school diplomas Training programs in secretarial work and graphic arts/printing work Help preparing for work and finding jobs	Schools: Dunbar middle and high schools Activities include: A job-shadowing opportunity for all middle school students Integration of vocational and academic curriculum at high school Diagnostic team approach to helping at-risk students at both schools Career exploration activities	The community advisory board has become incorporated and is now YFC, Inc. Board members are mayoral appointees, most of whom live or work in the target area. The board makes programmatic and funding decisions.

TABLE I.2 *(continued)*

Community Program	School Program	Community Advisory Board
Fresno, California		
The learning center operates out of four rented offices located across from one of the target high schools. Activities include: Preemployment work maturity classes Education program for high school dropouts Counseling services Computer learning center providing ESL, literacy, and tutorial instruction Recreational programs Work experiences	Schools: Roosevelt and McLane high schools Activities include: Case management Working with teachers to develop minischools (at Roosevelt) Working with industry and technology career pathway teachers and Tech-Prep program to develop "school-to-career" curricula (at McLane) Developing transition programs for 9th graders	YFC is designed to operate under the resident-directed community advisory board. Much of the board's time has been spent developing structure and bylaws, and creating a role in advising and monitoring the program.
Indianapolis, Indiana		
One youth career center has been established in the target area. Activities include: Case management Help finding jobs Scholarship and tuition assistance Recreation	Schools: Northwest and Ben Davis high schools Activities include: Two curriculum options and three occupational clusters (at Northwest) Career development and exploration activities (at Ben Davis) Expanded apprenticeship and employment opportunities for Northwest students Help transitioning to next grade (at Ben Davis)	The 16-member YFC Council, composed primarily of neighborhood residents and community leaders, governs the project. The council has 501(c)3 status as a nonprofit corporation.
Knox County, Kentucky		
The youth center is located in Barbourville, the county seat. Activities include: Case management GED and literacy training Some work experience	Schools: Lynn Camp High School and KYTech (county vocational school) Activities include: Access to upgrade equipment in several KYTech courses Career development activities with college-bound assistance	The Community Resource Advisory Council is composed of representatives from businesses, social service organizations, educational institutions, students, and parents. The council was struggling to determine its role in YFC.
Los Angeles, California		
The center is located at a facility in the target area leased by the YMCA. Activities include: Case management Basic skills help through a computer lab Gang prevention program Help preparing for and finding jobs	School: Belmont High School Activities include: Assessment of 9th graders on aptitude and vocational interests and development of career plans Developing career academies Technology core lab for interested 10th graders Career development activities through career center	An executive board, comprised primarily of influential business, government, and labor representatives, help make policy decisions.

TABLE I.2 *(continued)*

Community Program	School Program	Community Advisory Board
Memphis, Tennessee		
The YFC center and a satellite office are located in the target area. Activities include: Case management Training programs in cosmetology, carpentry, and 10-key Self-improvement class Recreation activities	Schools: Booker T. Washington High School and target area middle schools Activities include: Case management Access to technology lab at BTW After-school services for middle school students	The community advisory board consists of agency representatives and residents of the area's housing projects. The board, which is seeking 501(c)3 status, makes all programmatic and funding decisions.
New Haven, Connecticut		
The YFC learning center shares a building in the target area with other education and training agencies. Activities include: Case management Basic skills instruction though a computer center Transitional academy for high school dropouts Vouchers to access local training programs	Schools: Cross, Hillhouse, and Career High Schools Activities include: Access to existing School-to-Work/Tech-Prep program in biomedical and other fields, which includes academic classes and work-based experiences Academic classes that complement internship and align with community college for credit	The management committee, which is selected by the mayor, has full responsibility for YFC but the Regional workforce Development Board also provides oversight. The management committee consists of representatives from providers and public agencies and residents. A youth advisory board has helped select some of the out-of-school activities.
Racine, Wisconsin		
The community program operates out of a house the county human-services agency loaned to the program. Activities include: Case management Computer-based learning program Job training at a local college and a carpentry apprenticeship program	Schools: Park High School, Mack Center, and a middle school Activities include: Incorporating target area students into the district's school-to-work plans Carpentry preapprenticeship program for students at Park High School	A neighborhood resource board is responsible for making policy and contract decisions. The board consists of youths, residents, and representatives from target area and nontarget area organizations.
Seattle, Washington		
The center is located in one of the target area neighborhoods and a satellite minicareer center is in a second neighborhood. Activities include: Case management Instruction in GED, basic education, and ESL High school reentry program Short-term classes in computer applications Career development activities	Schools: Evergreen and Chief Sealth High Schools Activities include: Career awareness and job shadowing activities in the 9th grade Some work experience	A leadership council is made up of 60 community stakeholders. The council has not played a large role in program governance and has a largely advisory role.

SOURCE: YFC grant proposals, site visits to YFC grantees, and telephone discussions with YFC project directors.

NOTE: This table reflects the key activities YFC programs were providing to participants as of the last national evaluation site visit, most of which occurred in spring 1996.

preparation and literacy and ESL instruction), employment placements and job readiness instruction, and occupational skills training. A couple of programs provided relatively few services on-site and contracted with off-site service providers or referred participants to these providers.

The school programs were much more diverse than learning centers. The range of school program activities included career awareness classes, subsidized work experiences, and integration with and expansion of existing school-to-work programs. Most of these activities took place in one or two high schools, but some also occurred in middle schools.

All 16 original sites had established community advisory boards, although the process was slow in a couple of sites. The boards generally consisted of representatives from the city, school district, businesses, community-based organizations, residents, and youths, although some had a larger community presence than others. The roles of these boards varied greatly. In some programs, the board acted as an advisory board, offering advice to the lead agency. In other programs, the board became the decision-making entity for the YFC project and, in two sites, the board obtained its 501(c)3 status. Several programs established additional boards, such as a youth advisory board, to provide further input into the program.

The 17th site in south central Los Angeles, which was added after other YFC sites began their operations, has a different structure from that of the other 16 YFC programs. This site is also different from other sites in that it has a larger target area (with over 70,000 residents), no school-to-work component, and a heavy emphasis on developing jobs for older youths. Like other YFC programs, however, it is located in a high-poverty area and has a community advisory board. Future evaluation activities will explore how these program differences affect implementation.

E. THE KEY ISSUES

Three activities dominated the first two years of YFC. Programs had to (1) set up large collaboratives to fuse together an array of services, including community advisory boards to provide ideas and guidance,

(2) deliver the services within community learning centers; and (3) set up school-to-work initiatives in participating schools. Our report focuses on these three activities.

These activities do not represent distinct phases in the YFC time line. Some programs delivered services as they were bringing together the collaborative. Community advisory boards were often formed later than the other parts of the collaborative and after service delivery had begun. However, it is easier to tell the story of YFC's first two years--which involved many organizations, many activities, and many changes of direction and restarts--by looking at these three activities separately.

We focus first on how sites set up their YFC collaboratives and the issues that were illuminated by this process. Local program structures reflect historical as well as new collaborations required by YFC's design parameters. Efforts to set up the collaboratives and the results that emerged played a significant role in determining how programs delivered services.

We then turn to how programs delivered services through community learning centers. Issues here center on how programs attracted young people, what kinds of services they provided, and whether the services were comprehensive and integrated, as the legislation creating YFC emphasized.

Working with schools to set up school-to-work programs--a type of school reform involving new roles for schools and employers--was a major focus of YFC. We discuss the ability of YFC school-to-work efforts to create these new roles and to achieve the central objective of YFC: improving prospects for young people living in target areas.

The last chapter of this report explores some of the lessons we learned from the YFC experience. Interest in programs like YFC is high, as reflected by the government programs with a community focus cited earlier. Most of these programs are new, however, and evaluation results have not yet emerged for them. We have an important opportunity to formulate lessons from YFC. These lessons center on how YFC affected service delivery in target areas, how communities can sustain YFC beyond the federal commitment period, and how program designers can enhance YFC's potential for helping young people and for improving communities.

II. BUILDING YOUTH FAIR CHANCE PROGRAMS

A community-based organization was trying to win a YFC grant. In preparing its grant application, it quickly pulled together many organizations and agencies into a coalition that on paper could address almost any youth service need. But after the organization won its YFC grant and began working to pull the program together, it became clear that coalition members did not have the same vision of what YFC was trying to accomplish or what they were to do. Months of slow progress followed, as the lead organization struggled to build YFC on a shaky foundation.

A community-based organization in another city was happy to win a YFC grant. A few months after the award was announced, however, the city agency charged with disbursing its funds started asking questions. It wanted to know whether the city had followed appropriate procedures when it submitted the grant for the organization. Almost a year passed before the confusion was cleared up.

During the first year, staff in another city were at a standstill with their YFC program. Soon after they received a YFC grant, they convened an advisory board of neighborhood residents to help guide the program. The board had philosophic differences with an organization that had helped write the grant application and that was supposed to be a major provider of YFC services. The board wanted the organization dropped from YFC, and the organization felt that YFC should stick to its original plan. Progress was stalled until someone could broker a solution.

As these anecdotes suggest, pulling together large collaboratives is difficult. Many YFC staff had not worked with collaboratives before or had worked with collaboratives that were different from YFC. They had to learn on the job and found themselves in unfamiliar places, without guideposts, and with no choice but to push forward. They hit obstacles, went back to the drawing board, and sometimes saw their new plans derailed. Most persevered, however, and met the primary goal. After two years, most elements of YFC have been set up in the 16 sites.

The people, the organizations, and their interrelationships are a crucial part of YFC's story. In this chapter, we focus on what we observed during YFC's first two years as sites came together to set up their collaboratives and community boards. We follow the natural time line created by the federal grant process and look at the way collaboratives worked together to design the grant, how collaborative members interacted as they began to set up YFC, and how sites formed and empowered their community boards.

Four issues emerged. First, at the outset, local YFC programs generally were planned quickly by small teams of staff who were working under time pressure to write grant applications and later to set up their programs. The brief planning period meant that some organizations never really understood what YFC was about, which led to start-up delays as roles and responsibilities were worked out. Second, guidelines for selecting target areas were not clear to the sites, so some target areas did not always embody the YFC neighborhood concept. Third, in delivering services to young people, most local programs used contracts with service providers. Contract issues were common and many proved difficult to resolve, which delayed startup. Fourth, involving the community was a major effort for local programs and a heavy drain on staff time and resources. Involving the community, however, may pay off in programs that communities accept and try to sustain.

A. LOCAL COMMUNITIES PLANNED YFC IN HASTE

Getting YFC set up meant pulling organizations together to play roles within a bigger whole. The process was rarely straightforward, and the roots of some of the difficulties were found in the grant application process itself.

The process by which YFC grant applications were pulled together was similar across sites. Someone--typically a staff member of a government agency or a nonprofit organization--saw the December 22, 1993, *Federal Register* announcing the YFC program. Grant applications were due in three months, so organizations had to come to the table quickly to work out their roles in the collaborative process.

Small Teams Wrote YFC Grant Applications

In Cochise County, Arizona, the deputy director of the private industry council saw the YFC announcement. She brought the announcement to the executive director, who felt the program was well suited for the city of Douglas. The director presented the idea to Douglas' city manager, the mayor, the city council, the school superintendent, and the school board. The city and the school district were interested, and each of the three partners (the private industry council, the city, and the school district) committed two staff members to write the grant application. The team met three times a week for three weeks to lay the foundations for the design. The team got strong support from key officials in their agencies, who reviewed and approved the final application.

Teams that wrote YFC grant applications typically were small. Three to six people, often led by one or two key staff, worked to enlist the support of other organizations and write the grant application. Personnel in schools slated to be part of YFC often were not on those teams, and community residents generally had little to do with the process.

Many federal agencies and foundations use the one-stage process DOL used to award YFC grants. The availability of grants is announced publicly; this is followed by a design period, an agency review period, and, finally, award announcements. However, for some types of programs, especially large-scale collaboratives, funders use a two-stage process. The funder first selects organizations to receive planning grants for a short time, such as six months to a year. During that time, organizations pull together their collaboratives, work out details of their program, and submit their plans to the funder. In the second stage, on the basis of these plans, the funder selects the organizations that will receive implementation grants. Typically, some organizations that receive planning grants do not receive implementation grants.

The planning period in the two-stage process offers an important advantage over the one-stage process. It allows sites more time to learn what the program is all about, pull their collaboratives together, make their arrangements more concrete, and solve problems before they commit to full-scale efforts. Sites may have partners that back out and may have to find other partners that want to join the effort. They may determine that some program components should be reduced in scope while others need to be expanded. Ultimately, sites can use their planning period to establish more solid commitments and program components than the ones sketched at the outset. Funders end up investing some resources in sites that are not ultimately given implementation grants, but the money is not wasted if sites that get implementation grants are able to improve their plans.

The initial YFC grants, which averaged about $3 million each, covered an 18-month period that included both planning and implementation. DOL could not reject weak plans once it made its initial awards, although it could push sites to improve their programs if necessary. Moreover, at the YFC kickoff conference in July 1994, held three weeks after sites had learned they had won grants, DOL said sites should plan to open their doors for services within six months, by January 1995. DOL did this because a few sites were pushing to get their programs running almost immediately, and DOL felt it was prudent instead for sites to use the first six months to improve their program plans. The six-month announcement had the opposite effect for many sites, however. Rather than viewing DOL's six-month planning period as a brake on their plans, many sites viewed it as an implied deadline, which they tried to meet. Nearly all sites would say later that they wished they had spent more time planning their programs.

Using a two-stage process for YFC would have had advantages and disadvantages over the one-stage process that was used. To have received implementation grants the year after they received planning grants, sites would have had to pull together their implementation grant applications within nine months or so, to allow time for DOL review. This is not much more time than the six months they had under the one-stage process, and some of the same implementation issues might have come up anyway. If programs spent more than nine months planning their programs, the delay before young people began receiving services would have grown. So tension existed between getting off the ground quickly based on tentative plans and getting off the ground slowly based on solid plans.

B. SELECTING YFC TARGET AREAS

A distinguishing feature of YFC is that it offers services to all youths from the target area who want them. The choice of a target area makes all youths in it eligible for the program. In choosing target areas, sites generally succeeded in selecting high-poverty areas (as the last chapter showed). However, sites interpreted the grant application in ways that may have been unintended. They sometimes made unnatural target area choices, which had long-term effects on the program.

In their grant applications, cities and counties that were eligible for YFC had to identify a target area and justify why it was appropriate for YFC. For a city to be eligible to apply for YFC, it had to have at least a 30 percent poverty rate or 25,000 residents in poverty. For a county to be eligible for YFC, it had to have at least 10,000 residents in poverty. (The *Federal Register* announcement helpfully listed the cities and counties that could apply for YFC grants.) The grant application did not restrict potential target areas much, saying only that sites "should select an area in the city/county characterized by high rates of poverty, school dropout, teen pregnancy, and crime." Another part of the grant application stated that target areas should have fewer than 25,000 residents, and that areas with up to 50,000 residents would be allowed under approved circumstances. Target areas could not already be part of a YOU program, although grantees could be.

The choice of target areas was most straightforward in rural areas. The private industry council in Cochise County, Arizona, was aware that the county was eligible for YFC. After some discussion of which town was best suited for YFC, the council chose Douglas, Arizona, as the YFC site. Motivation Education and Training, Inc., the provider of training services for migrant and seasonal farmworkers for the state of Texas, identified counties in the Rio Grande Valley with high poverty rates, and after discussion, chose Edinburg, Texas, as the YFC site. In both cases, the whole town became the YFC site, making it easy for youths to know they were eligible. The YFC site operated by the Cherokee Nation was based in two small towns and also used mobile vans to serve outlying parts of the huge area (the Cherokee

Selecting Target Areas Was Sometimes Difficult

Two Denver neighborhoods, one in the southwest and one in the northeast, were both anxious to be the YFC target area. Another high-poverty area in northwest Denver already had a YOU program and was not eligible for YFC. Community groups and residents in both areas attended meetings and gave their input, hoping the city would pick YFC for their area. In the end, the mayor's Office of Employment and Training picked northeast Denver because the area had more social service agencies and community-based organizations that the agency believed were going to be needed for YFC.

The decision left the southwest area bitter. One service provider in the southwest area believed that the mayor's office had decided on northeast Denver from the start and that the discussions with representatives from the southwest area were only a formality. A representative from the office said the decision to pick the northeast had not been made in advance, but acknowledged that, given the east versus west nature of Denver, the fact that a YOU program already operated in northwest Denver created pressure to select the northeast. Unavoidably, the decision had ethnic overtones. Hispanics are concentrated on the west side of Denver and African Americans on the east side.

Nation spans 14, mostly rural, counties in Oklahoma). The eastern Kentucky site consisted of all of Knox County, although more than one county in the service delivery area was interested in YFC and the private industry council had to choose which would submit a YFC application.

Small cities also had mostly straightforward choices for target areas. Racine, Wisconsin, had five contiguous census tracts with high poverty levels that formed a natural target area. New Haven, Connecticut, and Fort Worth also had contiguous census tracts with high poverty levels that formed natural target areas. However, the target area choices in both sites show that the wording of the grant application left room for sites to interpret the guidelines in their own way.

In Fort Worth, the JTPA service provider initially chose one neighborhood of about 12,000 residents as the target area. After more discussion, the provider decided to add the adjacent neighborhood, bringing the total number of residents in the target area to about 23,000. The two neighborhoods had distinct identities; in particular, they represented different gang territories. Youths from one neighborhood had to be careful about going to the other. Other sites also combined neighborhoods to come closer to the threshold of 25,000 mentioned in the grant application. However, the grant application stated that target areas could not be *larger* than 25,000 residents. Combining neighborhoods to reach a population of 25,000 residents was something sites did on their own, and it affected the program's abilities to locate a facility accessible to all target area youths and bring together community residents to advise YFC. Residents were more likely to think about their own neighborhoods than about target areas of several neighborhoods.

In New Haven, the census tracts initially identified as those with the highest poverty levels contained a few more affluent census blocks. To reach what the JTPA service provider believed was the threshold poverty rate of 30 percent, the provider trimmed a few blocks from the census tracts initially designated for the target area and added a few blocks that had high poverty levels from somewhat outside the initial target area. Seattle also trimmed more affluent blocks from its target area so that the remaining blocks had a higher overall poverty rate. However, the grant application only stipulated that the city or county had to have 25,000 residents in poverty or a 30 percent poverty rate. It did not stipulate that the *target area* had to have a poverty rate of at least 30 percent, only that the target area had to have high levels of poverty, school dropout, teen pregnancy, and crime. Trimming blocks from the target area made the match between the neighborhood and the target area fuzzier and may have seemed arbitrary to youths from the trimmed blocks who were not eligible for services.

Mid-sized and large cities faced a different problem--that more than one area could be a target area. Their choices were determined less by which areas had the highest levels of poverty than by which areas had potential for development or were underserved compared to other similar areas. In Cleveland, the local design team felt that the poorest area of the city, East Central, had many services and they knew that the city was already trying to win an Empowerment Zone grant for that area (which it later won). The team felt that the west side was a better choice for a target area because the poverty level there was rising and because the team was already operating an innovative school-to-work program at a high school in that area. In Seattle, Indianapolis, and Memphis, the design teams felt that the target areas had fewer services than similar areas in the cities and were therefore good choices for YFC.

Sites clearly viewed the grant application package as providing parameters for target areas with its discussion of poverty rates of 30 percent and a target area size of 25,000 residents. In trying to win substantial grants, sites naturally did not want to stray too far from what appeared to be guidelines. It may also have been easier to support larger grant requests by having larger populations in target areas.

However, urban sites sacrificed the important concept of neighborhood continuity because they used census tracts as the fundamental unit for creating target areas. Using census tracts gave sites access to 1990 census data about poverty rates and populations in the target areas, allowing them to justify their target area choices. Also, because census tracts are small units, typically containing about 5,000 people, sites were able to try different combinations of tracts to see how the poverty rate varied. The problem with census tracts is that they are not neighborhoods, and neighborhoods fit the YFC concept better. Trying to help youth in a neighborhood is a more natural goal to rally a community around than trying to help youths who live in certain numbered census tracts.

Using neighborhoods as target areas would not have resolved all issues. For example, because neighborhoods are lumpier than census tracts, some bigger and some smaller, sites would still have had to decide whether to combine small neighborhoods or not include parts of large neighborhoods to arrive at some definition of the target area. Also, precise neighborhood borders are rarely clear, even to their own residents. However, by using neighborhoods rather than census tracts, sites would have appeared less arbitrary in determining which youths would be served by YFC. Small rural towns form natural neighborhoods, so it is not surprising that rural sites had less trouble designing their target areas.

Another target area issue concerns the schools included in YFC. The solicitation asked that two secondary schools that serve target area youth be selected to implement school-to-work programs. In most sites, however, not all youth in the target area attended the selected secondary schools nor did the schools serve only youth from the target area. Because of busing, magnet schools, and school choice, secondary schools, particularly those in urban areas, do not serve youth from specific geographic areas. Thus, school populations often did not fit the YFC neighborhood, no matter how the neighborhood was defined.

C. CONTRACT ISSUES

Sites faced a huge task at the outset of YFC. All had to hire key staff such as program directors, case managers, or teachers. All had to find, lease, and renovate suitable facilities for learning centers. They had to set up services in the centers, including procedures for intake and assessment; classes to improve basic skills and prepare participants for the GED test; and classes to teach participants about work readiness and how to look for jobs. They had to begin working with school districts and schools to plan the school-to-work program, at a time when the school year was about to begin. They had to set up community advisory boards to provide guidance and ideas. Before they could get going, some had to have their grants from DOL approved by local agencies.

It did not take long for YFC sites to begin hitting obstacles, mostly with contractual arrangements. The most common contract problem occurred in leasing facilities for sites. Suitable facilities were rare and owners of commercial property were reluctant to renovate their properties to make them suitable for YFC, which had an 18-month grant (with option years). We discuss the facilities issue more in the next chapter, which looks in detail at the facilities and the services they provided.

Some sites had difficulty with contracts between agencies receiving YFC grant funds and agencies implementing YFC, which led to problems getting access to grant funds. DOL did not always award YFC grant funds to the organizations implementing YFC. Instead, DOL awarded grants to city or county agencies, and the agencies then passed the funds to the organizations responsible for implementing YFC (usually taking a small share of grant funds for their administrative costs). This arrangement was stipulated in the YFC grant application. If a nonprofit organization in a city wanted to operate a YFC program, for example, the YFC grant application stipulated that the city's mayor had to submit the YFC grant

Grants to Operate Demonstration Programs Can Create Contract Difficulties

The Phipps Community Development Corporation operated the YFC program in the South Bronx. Not long after it won its grant, the mayor's Office of Contracts raised questions about whether Phipps had been selected appropriately. The office felt Phipps should have been selected competitively. However, Phipps contended that it had written the YFC grant application and the city had only submitted the application on its behalf, so standard contracting procedures should not apply. It took almost a year for the contracts office to approve the contract between the city and Phipps.

application on behalf of the nonprofit organization. DOL then awarded grant funds to the service delivery area provider (the local entity responsible for JTPA), which in turn contracted with the nonprofit organization to implement YFC.

Because cities or counties were formally accepting funds from DOL, they had to follow standard procedures for approving grants before funds could flow to the organizations implementing YFC. In most sites, especially those where a city agency was the lead YFC organization, agencies either approved grants before submitting them to DOL or after award, *pro forma*. In two sites where YFC was being operated by nonprofit organizations, however, agencies subjected grants to more than *pro forma* scrutiny or were slow to approve the grant. The sites had to start YFC slowly to avoid incurring costs that could have turned out to be nonreimbursable if grants were not approved. For one of the two sites, the delay in getting grant approval marked the beginning of problems with city agencies that plagued the site throughout the first two years.

YFC involves setting up a wide range of services. For most lead organizations, the wide range meant that they in turn needed to contract for services they could not or did not want to provide themselves. In particular, a large part of YFC involved working with school districts, making a contract between YFC and the school district almost a necessity.

Using contracts gave lead organizations the ability to provide a range of services and the flexibility to drop services that proved unnecessary or to change inadequate service providers. However, contracts can have drawbacks for demonstration programs like YFC. Most sites did not have much experience with programs like YFC. They had little basis for predicting how many youths would come to learning centers, what kinds of services they would need, and what the likely outcomes of the services would be. When sites began working with service providers to set up contracts, it was common for the two sides to have different predictions about the basic parameters, but to settle the contract they needed to come to an agreement. In some sites, the negotiation process took a long time and delayed YFC.

Once contracts were in place, satisfying their clauses sometimes became an end in itself. For example, one YFC program contracted with two providers to operate training programs in clerical skills and graphic arts at its learning center. Some youths at the learning center felt they were being pushed by center staff to enter one of the two training programs. A service provider at the center (not one of those providing training) said she thought the lead organization applied the pressure so that the training programs could meet their contractual requirements to serve a minimum number of youths. At another site, the center director expressed concerned that she was not going to be able to meet her contractual commitment to the city agency running YFC, which called for her to serve 100 youths by a certain date. The center was too small for its current enrollment and was in the process of being renovated and enlarged, but the director, against her better judgment, was considering ways to boost enrollment at the center immediately so that it could meet its contract requirements.

Contracts were needed to set up YFC, which was a demonstration program, but the types used were borrowed from JTPA, a long-existing program. These contracts are well suited to predictable settings, whereas demonstration programs, almost by definition, involve unpredictability. It is difficult to reach agreement on contracts specifying performance standards in settings where organizations cannot predict accurately how they will perform. However, a contract without performance standards would not provide much accountability, so contract issues for YFC programs would have been difficult to avoid. The tension between accountability and unpredictability cannot be resolved easily.

D. INVOLVING THE COMMUNITY

YFC operated in diverse communities with the flexibility to help youths in different ways. Having a community board or committee to provide ideas and guidance was one way that helped match service offerings with youth needs. Community boards could also hold agencies accountable for YFC activities, play a role in governing YFC programs, provide legitimacy to the programs, attract youths, and push for local funds to support programs.

Community boards in the 16 YFC sites generally played advisory roles, but some also took on stronger governance tasks. All are now looking to the future and planning ways to sustain YFC after the programs exhaust federal grant funds.

The YFC experience shows that pulling together and creating roles for community boards can be difficult and draining. Issues arose around who should be on boards and around what the boards should do. A distrust of government agencies by community residents surfaced as YFC organizations set up their community boards. Many sites had to reconfigure their boards to enhance the role of community residents. The payoff from the effort to set up boards is that communities now believe that YFC is their program, and the boards view themselves as vehicles for sustaining YFC, at least in some form.

1. The Community Is Not the YFC Target Area

Living in the target area and belonging to the community are not the same thing. Knowing if people lived in a target area was always clear, because target areas were strictly delineated. Knowing if people or organizations were part of the community was much less clear. It varied according to the perspective of different individuals in the sites and did not seem to follow clear patterns across sites.

To target area residents, the community appeared to consist of residents like themselves, youths who lived in the target area, people who owned or operated businesses in the target area, and representatives of target area churches and civic organizations. People from local businesses or from churches and civic organizations did not always have to live in the target area to be considered part of the community. However, target area residents did not appear to consider government agency staff part of the community. In many sites, schools and nonprofit or community-based organizations that provided services similar to agency services (like job training) also were not considered part of the community. The defining factor appeared to be whether people were affected if a community's fortunes rose or fell. People who were affected by a community's fortunes were part of the community.

Agency staff sometimes lived in YFC target areas; when they did, they were natural choices to sit on YFC community boards. This created problems. Target area residents viewed agency staff members as sitting on boards to represent agency interests, and they viewed the agencies as mostly self-interested. The long and mostly futile effort by agencies to combat poverty in these communities has made residents skeptical about agency motives. As one resident observed, "These programs have been coming and going for 25 years now. And we're still poor." Communities were happy that YFC programs wanted the community to play a role in advising the program. However, community members came into the advisory role with resentments and frustrations that had been building for a long time.

2. Residents Did Not Design Local YFC Programs

Ironically, target area residents were not much involved in the early design of YFC, when their ideas could have affected the program in major ways. Instead, they got involved after the startup of YFC, when its design was already set. YFC continues to feel the effects of this late involvement.

We explained earlier that sites had to prepare their YFC grant applications in three months. Indeed, many sites wrote their grant applications in one month. The short time frame made it difficult to involve residents in the design process. Most sites settled on briefing agency and organization representatives and political representatives serving the target areas during the application process. Sites acknowledged that

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involving residents early on may have made things go smoother down the road, but they believed they did not have enough time to alert the community and hold public meetings to get ideas and input about YFC.

The experience of the two sites that involved the community early in the process--Seattle and Denver--suggests that involving residents may not have smoothed things very much. In Seattle, staff of the private industry council were interested in YFC and had tracked it from the time it was passed into law. They began laying groundwork well before the grant application was formally released, by holding meetings with community residents and pursuing community-based organizations that could provide services in potential target areas. After the grant was awarded, the private industry council also moved quickly to set up the community board. However, Seattle's board was still in flux well into the program's second year. The efforts of the private industry council to involve the community early on did not produce a clear role for the community board once the program began.

In Denver, staff of the mayor's Office of Employment and Training brought together community residents and service providers in two city areas it was considering as target areas. The early discussions with residents helped staff pick the target area but created two problems. As we have already described, residents of the area that was considered for YFC but not picked were upset. In addition, residents of the area that *was* picked as the target area thought the grant would simply pump money into services already in their area. They were frustrated when they found out after the grant was awarded that most of the grant's funds were already earmarked for the school district and for contractors who were going to provide services for the learning center. Staff had to do months of fence mending with residents and local community-based organizations to regain their support.

The roots of the late community involvement can be found in the grant statement. The YFC grant application stated clearly that community participation was central to YFC:

> While there are specific core components comprising the YFC model, local decision-making plays an integral role. The planning, design, and implementation of a YFC project should involve those who are closest to the target community, including local residents. To the extent feasible, *the local target community should be empowered to decide which services are needed and who can best provide them.* Planning and implementation of a YFC project should take place "from the ground up" with the active involvement and participation of local entities. (*Federal Register*, vol. 58, no. 244, p. 67815, emphasis added)

The YFC grant application also highlighted community advisory boards as a route to community participation:

> Offerors should create a community advisory/resource board, or similar organization, consisting of government and private sector leaders, as well as representatives (e.g., residents, parents, business, community leaders, ministers, educators) of the target community to further the goals and objectives of the YFC program." (*Federal Register*, vol. 58, no. 244, p. 67818)

Much of what happened with community boards in YFC's first two years stems from these statements. The first statement holds out the promise that the community will be able to decide "which services are needed." Consistent with this, residents and representatives of local organizations often thought they would be designing YFC when they volunteered to serve on community boards. But in nearly all sites, funds to support the "specific core components" the grant refers to--the learning center and the school-to-work program--took up almost the entire grant, which limited the scope of local input into decision making from the outset.

The second statement states a purpose for having a community board--to further the objectives of YFC--and it suggests the kinds of people who could serve on boards. It does not indicate how boards should operate and what their governance scope should be. Programs and boards faced a difficult task; they had to bootstrap their bylaws, develop processes for functioning, and define board roles, generally without having an initial structure in place.

3. YFC Boards Are Evolving

The larger number of community residents on boards is linked with a stronger role for boards in governing YFC programs. Not many boards govern YFC programs fully, but the number of activities over which boards have control has grown. At the end of two years, YFC boards govern the program in 4 sites and advise the program in 12 sites. The fact that most boards are advisory can be explained by noting that the YFC grant announcement stated that *advisory* boards should be set up. Most site designs complied with this admonition. Pressure from DOL to move boards toward governing roles started after boards had begun to get set up; it continues to influence board thinking, but not enough time has elapsed for boards to change roles.

Comparing sites with governing boards to sites with advisory boards offers few insights. In Fort Worth, the board began as an advisory board but moved to incorporate as a nonprofit organization and take over program governance after Congress eliminated future YFC grant funds. As a nonprofit organization, the board could raise funds to keep YFC going. The city supported the change to a new role and is providing free financial management services for the board in recognition of the role it will play in helping the community.

In Indianapolis, the board's transition from an advisory role to a governing role was more difficult. The board members believed they should have more power, and DOL supported them, so they took it. However, the city's mayor and the major contractors that provide services to the program resisted this. A similar story could be told about the board of the YFC program in Edinburg, Texas, which went from an advisory role to a governing role but without support from the lead organization operating YFC. Although the end results look the same, not much is similar about how the Fort Worth, Indianapolis, and Edinburg boards evolved into their governing role.

Some Advisory Boards Wanted to Do More than Advise

In Indianapolis, the organization implementing YFC set up a community advisory board quickly after it received its YFC grant. The advisory board, which had 16 members and four subcommittees, wanted to be involved in all aspects of YFC, far more than program designers planned for in their grant application. In particular, the board felt that if it had been involved from the early going, it would not have approved the contractors selected to provide the bulk of YFC services.

Council members believed the contractors were not interested in helping the community, and members pointed to a for-profit training contract set up as part of the program design and the for-profit status of two major contractors as evidence that the contractors were mostly in YFC for profit. The board insisted that the contracts be changed and demanded a stronger role in governing the program.

A prolonged struggle ensued and, with support from DOL, the board won. DOL said the board was entitled to govern YFC and that for-profit contracts were inconsistent with the intent of the grants. Profit should be returned to the program. The board assumed authority over all YFC expenditures and full control over contracts. The board ended a contract with one provider and modified contracts with others.

Advisory boards in other sites, realizing they can be more active, have pushed for more control over YFC programs. Sometimes they have gotten more control, but not always. At one site, board members felt that the program had a head start but that the board now is better organized and beginning to push to be recognized as a full-fledged partner with the program. At another site, the board wanted to review program budgets, which were set by the organization running the program; however, the head of the organization said decisions about how program money was spent had to stay within his organization, and he would not share information about the program budget with the board. In both sites, board roles are in flux. As YFC matures, roles for boards will continue to evolve.

4. Do Boards Lead to Better Programs?

The YFC experience offers insights into the ways involving the community through boards can shape and change programs. The question of whether getting communities involved makes programs better cannot be answered directly, since we have no way of knowing what would have happened if advisory boards were not involved. We can look at what boards do for programs, however, and ask whether it is a good thing.

The most striking aspects of board involvement are that (1) YFC boards pushed for a new kind of program accountability, and (2) working with YFC boards created a new dynamic between JTPA service providers and communities. The new kind of accountability came from the way in which boards pushed YFC to understand and meet the needs of a *specific* place. Community boards acted as overseers, keeping an eye on YFC and preventing it from being "just another government program." Boards advised YFC on appropriate service offerings, judged contractor performance, and gave community residents a forum for expressing ideas on what YFC should be about. Without boards, it is hard to see how YFC programs could have gotten this kind of guidance and help from the community.

The boards also work to create a new dynamic between JTPA and local communities. JTPA programs generally are designed to assist youths who fall into certain categories through a menu of employment and training services. The YFC program design eliminates eligibility criteria, except that youths have to live in the target area. Even if YFC service offerings were the same as what JTPA offered, the concept of making services available to all youths in a community made it the business of the community to care about what YFC did and what it was about. YFC was not an abstract "government program" operated by remote agencies and serving only particular youths according to criteria set by outsiders. YFC was a concrete program, operating out of a local facility and offering to help all youths and, therefore, the community. Many JTPA organizations taking part in YFC had not worked with specific communities so closely before, although they may have served some of the community's young people. No doubt it gave them new insights into issues facing these communities that may carry over into future activities.

Consistent with their role in overseeing YFC, community boards are also leading efforts to sustain the program. Most boards have formed committees to decide which program components they want to try to sustain and to look into getting local funders. It is hard to know whether boards are putting more effort into sustaining YFC than government agencies would, but it is clear that they are concerned about keeping YFC going and mounting a significant effort to do so. They are treating YFC less as a demonstration program and more as an ongoing program that was there to help their community and that they want to see continued. Perhaps more than anything else, this is a good reason for having communities involved through boards.

III. WORKING WITH YOUTHS AND YOUNG ADULTS THROUGH YFC CENTERS

A 21-year-old man with a ninth-grade education came to the YFC center to get his GED. After two months in the GED class, he took the GED test and passed. While waiting for his scores, he completed the center's job readiness program. He was interested in working in the home health field, so his case manager enrolled him in a home health training program run by a private provider and arranged for YFC to pay the program's tuition. The young man is now on his way to working in the home health field and continues to have regular contact with his YFC case manager.

In another site, a 27-year-old woman who was pregnant and had two children walked into the YFC center looking for new housing and legal advice. She only had a second-grade education and could not support herself. Her family lived nearby but was not able to provide her with much assistance. The woman had recently obtained a restraining order against her boyfriend because her seven-year-old daughter said the boyfriend molested her. Her case manager focused on her immediate need for a safe place to live.

A young man who was interested in getting his GED came into another YFC center. He studied hard for his GED but failed the test. After that, the young man became disruptive in class and admitted to his case manager that he had a drug problem. He did not follow up on his case manager's referral to a local agency for substance abuse counseling. He passed the GED test on his third try, but the case manager was concerned about placing him in a job. The case manager wanted him to deal with his drug problem first.

A key component of the YFC initiative is a center that provides education, training, employment, and support services for youths and young adults. These stories illustrate some problems target area youths brought with them that center staff had to address as they helped young people at learning centers. Sites faced challenges in setting up the centers, however.

First, sites needed to identify, obtain, and renovate facilities from which they could provide services to the eligible members of the community. Many sites encountered delays in achieving this first step.

Then, they had to get the message out about their YFC centers and the services available and recruit participants. Finally, programs had to decide which services to offer and to determine the appropriate services for each center participant. To do this, YFC staff had to understand the personal problems participants brought with them and decide which services were appropriate. In many sites, YFC case managers spent a great deal of time working with participants to overcome the barriers to their participation. For many sites, the size and needs of the youth and young adult population in the YFC communities further complicated the ability to recruit young people and determine the appropriate mix of services. Although YFC was in areas with low educational attainment, high poverty, and crime, program staff still had no way of knowing whether many young people would come to centers and what services they would need.

A. FACILITY ISSUES AFFECTED CENTER STARTUP AND SERVICE DELIVERY

One provision of the YFC grant announcement did more than any other to shape grantees' provision of services to out-of-school youths. The announcement encouraged applicants "to establish a community learning center for out-of-school youth and young adults, or a similar type of facility." In many sites, establishing centers proved to be a major effort, starting with finding a facility for the center and negotiating the lease agreement. After the grantees identified and occupied facilities, the choices they had to make in finding a center and the delays a number of sites encountered continued to affect their programs.

Despite these difficulties, 11 of the 16 YFC programs began serving out-of-school youths in temporary or permanent facilities within one year of receiving a grant, and all but two were serving youths in a center within two years of YFC startup (Figure III.1).[1] Some programs began providing services using

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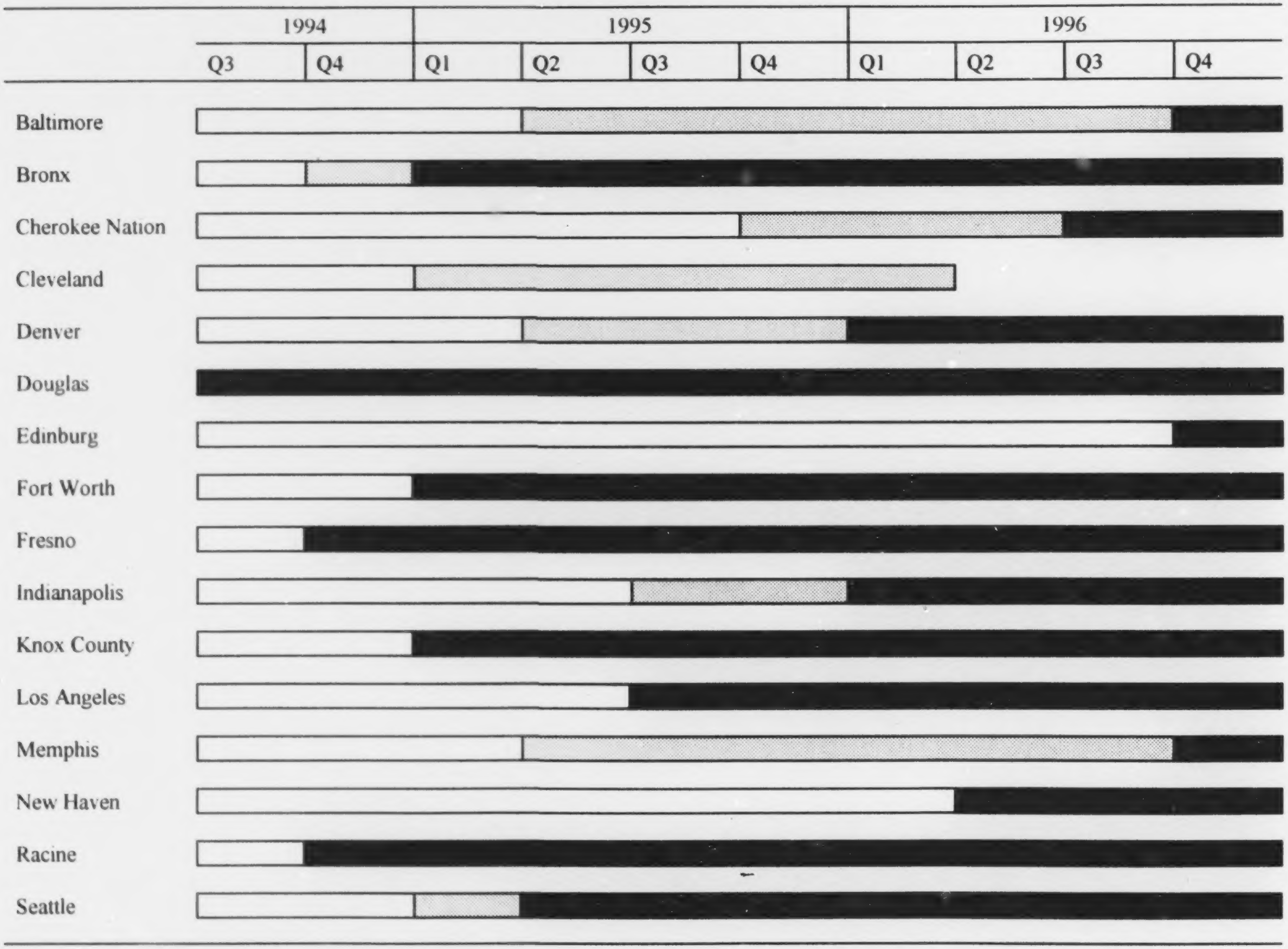
[1] By fall 1996, the program in Cleveland, Ohio, did not have a learning center. Some target area youths had participated in services provided by the school district's local adult education center, but the lead organization and the school district were not able to agree on appropriate strategies for serving target area youths. After discussions with DOL and Cleveland private industry council staff, the lead organization ended the collaboration with the school district and began planning a small school-to-work program for out-of-school youth.

FIGURE III.1

STATUS OF YFC CENTERS



NOTE: Clear lines indicate when sites did not have facilities. Shaded lines indicate when sites provided services through temporary facilities. The dark lines indicate when services were provided through permanent facilities.

temporary arrangements until they found permanent facilities. Other programs delayed services until their permanent facilities were ready. For example, New Haven, Connecticut, initially provided services to a few area youths; it did not begin to serve participants in earnest, however, until it opened its center in June 1996. Other programs were able to begin serving participants shortly after grant award. For example, in Douglas, Arizona, YFC began serving participants immediately after it received its grant, because it already had a facility from which it was providing services. YFC funds were used to expand the range and capacity of services they were able to offer in the facility.

Most programs were able to establish a permanent center in the first two years of the program. However, two programs (Memphis and Baltimore) were still using temporary arrangements to deliver services in summer 1996. The lead agency in the Baltimore program found its original facility too small to accommodate YFC and was trying to arrange for a new building to house the agency staff and YFC. Before the new arrangements could be finalized, the old lease expired and the agency found temporary space in the target area high school. The center was not expected to open until October 1996. Two other programs (in the Cherokee Nation and New Haven, Connecticut) did not open permanent centers until summer 1996; Edinburg, Texas, did not open its center until fall 1996.

1. Programs Had Difficulty Finding and Preparing Facilities

YFC staff members were surprised and frustrated at how long it took them to find suitable facilities and get them ready as YFC centers. Once the facility was identified, programs still had to negotiate lease agreements with landlords and wait for renovations to be completed. In some sites, facility issues delayed services for more than a year.

Finding a good facility for learning center was challenging, because programs were operating in residential areas and had definite grant funds for only 18 months. By design, the YFC target areas were largely residential and impoverished and did not contain a lot of choice facilities. These two characteristics

Facility Issues Delayed Center Startup

The YFC site in Edinburg, Texas, struggled to get its YFC center off the ground. Initially, the YFC grantee wanted to build a new facility to house the program because the existing buildings were either too expensive or needed major renovations. Once that idea was abandoned (under pressure from DOL), YFC staff had to identify an existing facility and negotiate the lease agreement with the owner. In February 1996, YFC signed a lease for office space in a state Department of Human Services building. Renovations were delayed because of a misunderstanding with the licensing agency about the size of the office space. Extensive renovations were needed, including alterations to make the building handicapped accessible and the repair of a leaky roof. The doors to the YFC center were finally opened two years after the site was awarded its YFC grant.

limited the amount of available and suitable commercial space for the YFC centers. When programs found facilities that were the right size for YFC, the buildings often needed extensive renovations.

Working out details of lease agreements (such as liability and renovation costs) sometimes was a long process. Landlords were reluctant to make major renovations when the YFC programs had federal funds committed only for an initial 18-month period. In Fresno, the YFC program was negotiating for a permanent facility, but lease negotiations fell through when future federal funds for YFC were eliminated. YFC staff there decided to remain in the program's temporary offices and rent two others. Liability issues stalled lease negotiations in the Los Angeles site. The landlord wanted the primary tenant to assume the liability for a smaller organization that also would be located at the center. The primary tenant was reluctant to assume the risk. The issue was resolved eventually, but it delayed the opening of the center for several months.

YFC partners or community advisory board members did not always agree about where the center should be. In New Haven, several community and management committee members objected to the original site that had been identified. They did not approve of having the center in the same place as a social service agency and felt that the site was too far from where most target area youths lived. The mayor intervened and approved the original site. In Indianapolis, YFC council members objected to locating YFC in the facility of one of YFC's major service providers. They feared that YFC would become associated with that provider and lose its appeal as a community program. Eventually, the council approved a neutral site, and the center opened in December 1995.

2. Facility Issues Affected Service Delivery

The problems YFC programs encountered in finding and setting up their centers had repercussions beyond delaying the onset of services. Both the eventual location of the center and its physical space affected service delivery. The delays lowered staff morale and affected community perceptions about YFC. Some programs found that they were not able to do all they had planned because they could not find a suitable facility. Others found that the location of their facility created access problems for target area youths, while attracting youths from outside the target area who had to be turned away.

Several programs did not anticipate center delays and hired staff for the center soon after the grant award. When the delays ensued, some staff members became frustrated and left before the centers opened. Programs had to repeat the hiring process, and the resulting staff turnover affected program recruitment and activities. Other programs delayed hiring staff until the center was acquired, which also delayed program services.

The delays some programs experienced in opening the center reinforced suspicions community residents had about the longevity of the program and its ability to meet community needs. Community residents had witnessed many short-lived federal programs that had initially promised a lot to the community, and the residents expected the same of YFC. The Bronx center was located in a space that had housed one such short-lived program, making it hard for program staff to gain the community's trust.

The size or cost of leasing the facilities also affected service delivery. Some programs that proposed a range of center activities in their grant applications had to scale back their plans as they leased facilities smaller or more expensive than they had anticipated.[2] Seattle, for example, settled for a smaller facility that did not have space for planned recreation and leisure activities. In Los Angeles, YFC abandoned plans for an alternative high school because the facility it was able to lease was too small. In Baltimore, the program acquired a large building for its center. The program could not cover the cost of the lease, however, and had to rent out part of the space.

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[2] In many sites, the decision to scale back center activities to fit the facility also coincided with the cut (continued...)

The location of YFC centers affected program staffs' ability to recruit participants. YFC target areas often included several distinct neighborhoods, making it difficult to locate a facility accessible to all youths in the target area. Programs struggled to find locations that all youths could identify as part of their communities and from which youths could easily access center services. For example, the target area in Fort Worth was two contiguous neighborhoods with different gang affiliations. Program staff knew that a community center placed too deeply inside one neighborhood would keep youths from the other neighborhood from attending. The target area in Memphis consisted mostly of five housing projects, each with its own identity. Program staff were aware that locating the center in one of the housing projects would identify YFC with that project, effectively excluding youths from other projects.

In the end, programs opened centers where they could, whether in one target area neighborhood at the expense of another, on the edges of the target area, or outside the target area. In several sites, these locations were not ideal due to gang or transportation issues. In Los Angeles, for example, youths from one neighborhood endangered themselves crossing gang territories to participate in activities in another neighborhood. In Seattle, one target area neighborhood did not have adequate public transportation to the center. Program staff decided to open a satellite center in the neighborhood to provide youths there with some services. Other sites used this approach to deliver services to youths in outlying or inaccessible areas of the YFC community.

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[2] (...continued)
in YFC funding and the need to stretch the YFC grant over a longer period.

Locating the center on the fringes of the target area created other problems. Several programs whose centers were near or in target area fringes had to turn away youths from outside the target area who lived near the centers and wanted to participate in YFC. Turning away youths did little to enhance YFC's reputation in these communities. Furthermore, locating the center on the fringes of the target area made it harder to convince target area youths that the center was there for them.

B. YOUTHS RESPONDED TO POSITIVE WORD OF MOUTH

YFC center staff often were disappointed in the small number of participants who enrolled in the YFC centers. For example, Fort Worth YFC had expected to enroll 500 participants by November 1995, but had enrolled only 224. The Denver program had enrolled 110 participants by October 1995, well behind its December 1995 target enrollment of 200.

In time, positive word of mouth from participants increased enrollment. By October 1996, Fort Worth had enrolled more than 1,000 participants, and Denver had enrolled more than 400 participants. However, these programs' initial experiences and those of other programs suggest the difficulties they had recruiting for the center activities.

Three factors contributed to these difficulties. First (as pointed out in Chapter I), the number of youths in the YFC target areas most in need of center services was relatively small (on average, about 1,800 to 2,400). This was primarily because the areas themselves were small but also because roughly two-thirds of youths in the target areas were in school, employed, or otherwise engaged in productive activities. Second (based on information collected from a survey of youths in the YFC communities), there appear to be alternative providers in the YFC communities for many of the services YFC centers offer. Third, some youths say they have already used these services, and many others say they have no need for them. For example, 71 percent of the youths most likely to need services say they know where to go in their communities for GED preparation (including 14 percent who have had some experience with this service during the prior two years). Almost three-quarters of the youths who say they know where to obtain GED services but have not used these services say they do not need the service. The proportion of high school dropouts saying they do not need GED services is almost as high.

Given this situation, center staff members had to develop a message telling the community about YFC and their center's mission and service offerings. Perhaps most important, the message had to distinguish the YFC center from the other programs in the community. YFC staff had to tell youths why they should give YFC a chance and how YFC could help them in ways that other providers could not.

To get the message out about the center and entice youths to enroll, most programs used traditional means of advertising. They put public service announcements on radio and television and distributed flyers and brochures. Several programs added creative twists. Douglas YFC had participants write and record the pieces for a local radio station; the job developer in Fresno convinced the Department of Social Services to include YFC flyers in the monthly welfare check mailings. Other approaches included entering a float in a community parade, putting signs at bus stops and on billboards, and advertising on the side of a cement truck.

However, the purpose of YFC was not always clear to those being recruited. The many services being advertised and the comprehensive nature sometimes made the YFC message hard to comprehend. Attempting to provide enough variety to attract residents of different ages and different needs could be confusing for a particular youth who might want to know how he or she could benefit from YFC.

A brochure distributed by one YFC center illustrates this point. The brochure promises to be all things to all youths in the target area, listing 15 services and saying that "by utilizing the YFC program a customer can find help for almost any situation." The broad objectives of the center--providing education services, job skill training, job placement, college-bound assistance, and assistance to individuals with special needs--do not blend into a single identity for the center. Because there are so many activities at the center, a youth wanting a specific service (help getting his or her GED, for example) might not think of going there.

Characteristics of the YFC target areas also affected recruitment. In rural areas, where access to public transportation often was poor, recruiters had to convince youths that the programs were worth long trips to learning centers. In urban areas, recruiters faced such problems as gangs and ethnic differences. At one point, the recruitment effort in Los Angeles had to be halted because of concern for staff members' safety. Gang issues also were a factor in preventing youths who were not affiliated with a gang from attending the center, because these youths might have to risk their lives crossing gang territories to reach the center. In a number of YFC communities, the existence of large non-English speaking populations affect recruitment strategies. Recruiting materials had to be translated into additional languages, and recruiters had to be sensitive to different cultures and, sometimes, had to speak different languages. Several programs in multiethnic target areas found it difficult to attract members of certain ethnic groups; they had to rethink their recruitment strategies for youths from these groups.

Publicity campaigns had to contend with opposing forces in the community. The long delays some YFC programs experienced in opening their centers and community perceptions about YFC had to be countered before many youths would enroll. For example, if youths heard other community residents voice suspicion of YFC as "another federal program," youths might dismiss the center as well. Recruiters had to work hard to overcome negative publicity from delays in opening their centers and to convince youths who felt they did not need services to participate.

Finally, these campaigns do not make lasting impressions on the community or reach youths who might need the services the YFC centers provide. Although several youths who participated in group discussions said that they came to YFC because they saw a flyer, a flyer by itself is unlikely to attract unmotivated or uninterested youths who shun programs like YFC. A participant in one community recognized that flyers were not sufficient and said that what the program "really need[s] to be doing is going out into the community and having somebody speak at church [and] go to a school."

When publicity campaigns did not succeed in recruiting large numbers of participants, program staff turned to other methods of attracting participants. One easy and inexpensive way to recruit youths was through referrals of eligible participants from government agencies and other social service providers. Program staff in several sites networked with these other providers to establish a relationship with them so that they would consider sending their clients to YFC centers. In this way, several programs were able to get a large number of their participants referred from the local schools, the welfare and food stamp offices, and juvenile and adult probation officers.

Several sites expected to be able to attract participants through recreation programs, which they hoped to follow with core education or employment services. However, programs did not find that recreation activities drew participants into their core programs. There are several possible explanations for this. First, our community survey found that 40 percent of needy youths said that they were not interested in participating in recreation activities. Second, in several sites, youths participated in the recreation activities, but the link between the agencies sponsoring recreation and core activities was tenuous or the intake for the two kinds of activities was separate. Third, in other sites, youths were not drawn to YFC's recreation activities because other recreation outlets already existed in the community. One site, however, did find that recreation activities were successful in involving youths in YFC. In the Los Angeles site, where few other recreational activities existed, the recreation component is strong, as is the relationship between the two key YFC providers at the center. Thus, youths went easily from one organization's recreation activities into the other organization's case management services.

Several programs resorted to labor-intensive outreach methods to attract youths to the centers. They hired community residents to go into target areas to talk one-on-one with youths about the benefits of participating in YFC. The role of the community liaisons or community workers was to "beat the bushes" for prospective participants and, in several programs, to complete intake forms right on the street.

Programs that hired community residents to talk to youth one-on-one about YFC had good success. Recruiters were able to gear the YFC message to the individual. In Indianapolis, for example, recruiters said they were able to single out and talk to gang leaders and street corner groups about YFC. One recruiter said some youths often expressed little interest in YFC in front of their friends, but came to the center a few days later. Some of their friends followed them shortly afterward.

Word of mouth, however, appeared to be the most successful recruiting technique. Participants often stated that they heard about YFC from a relative or friend, and program staff also stated that program participants were their best recruiters. Initial problems that programs had in recruiting participants might have dissipated as participants began to tell their friends and neighbors about the centers and convince them to enroll. Youths were more likely to believe in the center's ability to meet their needs when they heard about their friends' positive experiences. Ongoing recruitment was tied to the appeal and popularity of center activities. To attract community youths, activities had to correspond to their needs and interests. In turn, participants' experiences in the activities affected future recruitment.

C. SERVING YOUTHS THROUGH YFC CENTERS

Once youths were at the centers, programs had to assess which services would be best for them and get them into these services. This task included deciding the structure for the YFC center and the actual services to be provided. Program staff members also had to determine which services were most appropriate for each participant.

In general, the centers were able to meet YFC's objective to help youths get education- and employment-oriented services. Through these centers, youths had the opportunity to improve their basic academic skills, complete credits to obtain a high school diploma, work toward a GED certificate, learn specific or basic skills, or get a temporary or permanent job. All centers did not provide this range of services, but most provided some educational and job development services on-site. These services often were coordinated through a case manager, who advocated on the participants' behalf in the community and

Working Together Led to Solutions

In Los Angeles, the two main organizations located at the YFC center have different experiences and different strengths. Over time, the organizations have worked together to build on their respective strengths. For example, the YMCA had had little experience with gang members, while Pacific-Asian Consortium in Employment (PACE) was committed to working with these youths. At first, after PACE staff members had left for the day, YMCA staff members were left to handle the gang problems. The two organizations got together. PACE put a security guard, two part-time case managers, and one full-time staff member on-site after regular center hours. In addition, PACE was offering a job preparation workshop, while the YMCA was offering its own workshop called Moving on Up. Staff members merged the two workshops when they realized that the content overlapped.

found other resources in the community to help meet the participants' needs. To get some idea of whether the range of YFC services was adequate, we asked YFC case managers whether they were limited in what they could do for participants. Nearly all said they had access to the services they needed to help participants.

1. YFC Center Structures and Functions Differed

YFC programs adopted one of three approaches to structure their centers and deliver services (Table III.1). Five programs placed staff from other service providers in the same location as YFC, to create a one-stop center where youths could receive services from several providers. In some sites, these other providers did not receive YFC funds; in others, they were YFC subcontractors.

Eight of the programs established centers in which participants received most services through programs the lead agency provided. Case managers coordinated with other service providers in the community if participants had special needs that the lead agency could not meet. In a couple of these sites, other service providers located one or two staff members at the center; the providers themselves did not have an established presence at the center, however, so the sites could not be characterized as one-stop centers.

Two programs (Racine and Indianapolis) established centers that primarily provided intake and referral services to participants. They provided few services directly at the centers. Instead, youths came

TABLE III.1

STRUCTURE OF YFC CENTERS

Activities in the Center, Some Other Providers in the Same Location, and Links with Other Providers	Activities in the Center and Links with Other Providers	Intake and Referral
Edinburg, TX	Baltimore, MD	Indianapolis, IN
Fort Worth, TX	Bronx, NY	Racine, WI
Fresno, CA	Cherokee Nation, OK	
Los Angeles, CA	Denver, CO	
New Haven, CT	Douglas, AZ	
	Knox County, KY	
	Memphis, TN	
	Seattle, WA	

NOTE: Cleveland YFC did not implement a center and is not included in this table.

to the YFC center for intake, and a YFC staff member (typically a case manager) referred them to the appropriate community service providers.

The five programs that sought to have several organizations provide services under one roof often struggled to make the collaboration successful. Several programs learned that having different providers under one roof is not the same as coordinating services. A subcontractor in one site felt that, even though several providers were under one roof, business was much the same as usual. Each provider continued to work in its own established pattern and did not coordinate its services with others. In another center, the services of the different agencies located on-site were provided in a piecemeal fashion, negating any advantages to being in the same place. The different perspectives that agencies brought to the center also had to be overcome, to arrive at a common YFC perspective. To enable staff members to reach consensus and a common understanding of YFC, organizations held retreats and weekly staff meetings. This process took time, but the benefits (such as combining resources and maximizing each organization's relative strengths) could help all collaborators.

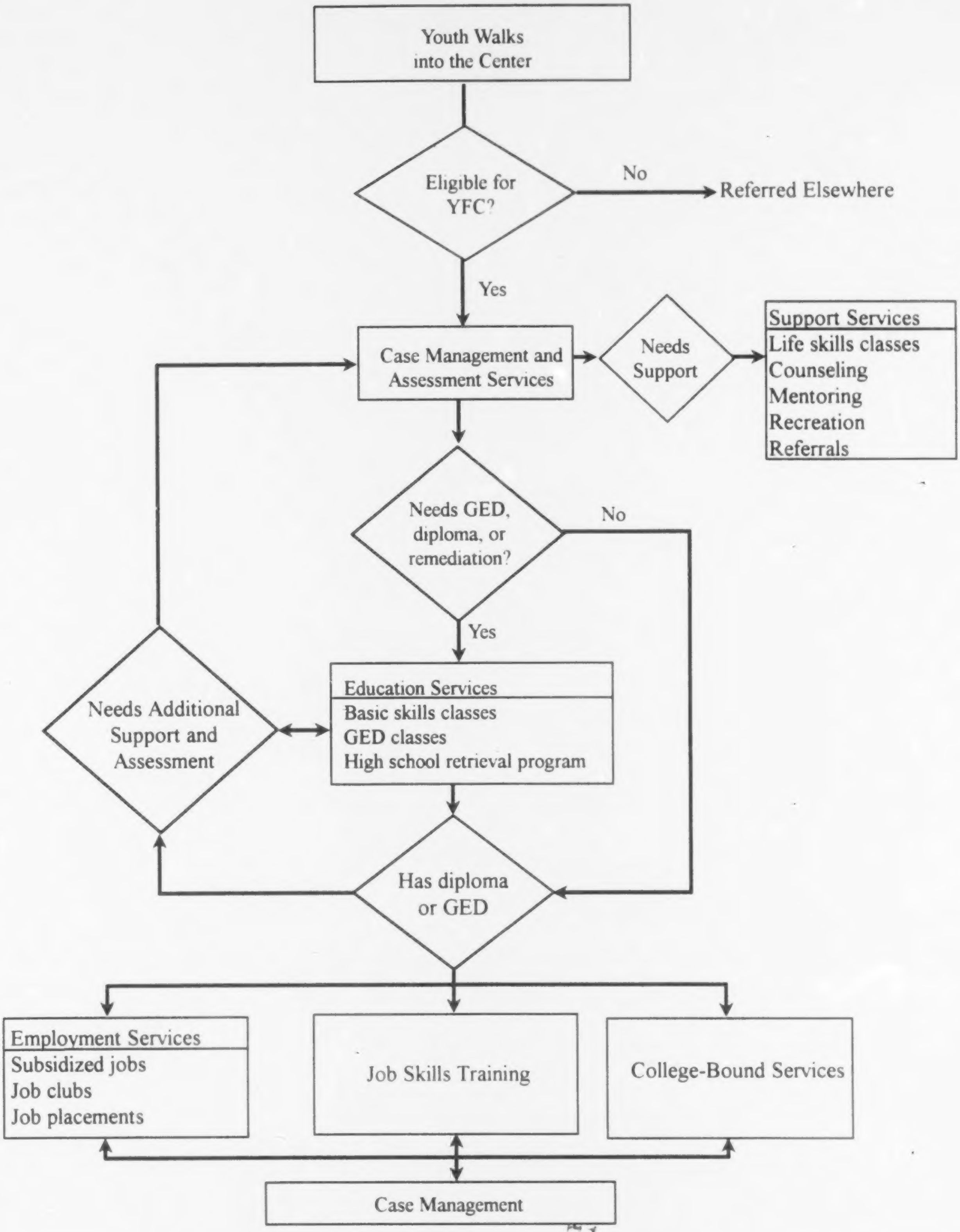
Although several programs were able to collaborate with other service providers, none could create an integrated service delivery system in the target areas. The YFC programs alone did not have enough influence to persuade other programs in the target areas to adopt common intake and assessment procedures. Since they often operated in small areas of large cities, YFC programs could not have persuaded citywide agencies or providers to change their entire systems to collaborate with a program serving only a small percentage of the city's population. At best, center staff members (especially case managers) were able to establish links with other providers and coordinate services for YFC participants.

2. Participants Received a Mix of Services

After enrolling in a typical YFC center, a youth could participate in many activities (see Figure III.2). Once the youth's eligibility for YFC is determined, he or she is assigned a case manager and receives an individualized assessment and service plan. Together, the case manager and youth might determine that

FIGURE III.2

SERVICES OF A TYPICAL YFC CENTER


Youth Walks into the Center
Eligible for YFC?
No
Referred Elsewhere
Yes
Case Management and Assessment Services
Needs Support
Support Services
Life skills classes
Counseling
Mentoring
Recreation
Referrals
Needs GED, diploma, or remediation?
No
Yes
Education Services
Basic skills classes
GED classes
High school retrieval program
Needs Additional Support and Assessment
Has diploma or GED
Employment Services
Subsidized jobs
Job clubs
Job placements
Job Skills Training
College-Bound Services
Case Management

the youth needs educational services. The youth might be placed in GED or basic skills classes or in a high school reentry program. At the same time, the case manager might also enroll the youth in support services offered by the center or refer the youth to other providers for support services. Once he or she obtains a GED or diploma, the youth might return to the case manager for further assessment and perhaps additional support. The case manager might enroll the youth in posteducation services, such as a work experience, a job preparation course, a job skills training course, or a program to help the youth enroll in a postsecondary institution. If the youth does not need education services when he or she enters, the case manager might enroll the youth directly in posteducation services.

The range of services depended on the size and scope of the center. At one extreme, programs that occupied large facilities and sought other agencies to locate with them provided many opportunities for participants. For example, at the YFC center in Los Angeles, youths had access to job training, job preparation workshops, literacy workshops, help with college and financial aid applications, gang awareness workshops, fathers' workshops, a computer lab, child care centers, recreation areas, a dropout retrieval program, and a music program. At the other extreme, the Douglas, Arizona, YFC Community Learning Center provided only educational labs and work experience programs to participants.

The centers generally provided some educational services to participants (see Table III.2), either directly, or indirectly through subcontracts. Educational services included basic skills and instruction in English as a second language, GED preparation classes, and high school reentry and diploma programs. Job training programs in some centers had educational prerequisites (typically a diploma or GED or an eighth-grade reading level), which made educational programs an important part of the centers' services.

Centers provided job training services in a variety of ways. Several programs provided in-house job training opportunities to participants. Other programs relied on linkages with JTPA to provide training for

TABLE III.2

SERVICES AVAILABLE AT YFC CENTERS

Services Provided at Most YFC Centers	Services Provided in Some YFC Centers	Services Provided in a Few YFC Centers
Case Management	Recreation	Personal Counseling
Work Experience	Workshops	ESL Instruction
Job Training Courses	Child Care	Arts and Music Programs
Basic Skills and GED Classes	Life Skills Classes	Gang Intervention Program
Job Development and Placement		Alternative High School Program

YFC Collaborated with Other Agencies to Help Participants

Staff members at the YFC center in Douglas, Arizona, thought that a woman in the GED class would be appropriate for an entrepreneurial class being run by the private industry council. The welfare program paid for her transportation to the training class, and she continued studying for her GED. When she finished the class, YFC and welfare staff conferred about how they could help her set up her own cleaning business. Each organization contributed funds to help her buy supplies and pay for her business license. Now, the YFC participant runs her own cleaning business.

JTPA-eligible youths, while others made no provision for these youths. In several sites, a bulk of training services came as in-kind services from JTPA. For example, the Fresno site did not spend YFC money to provide job training; instead, center staff members helped participants access JTPA funds.

Programs that created in-house job training courses often had difficulty filling their program slots. In large part, they could not fill their programs because they had small target populations, and it was difficult to find enough interested youths to fill a highly specialized training area. In addition, a couple of programs lost the interest of some youths when it became clear that jobs would not be available at the end of the training course. Combined, these factors made it very hard for programs to fill their courses.

Centers seemed better able to develop opportunities with employers than to train youths for specific jobs. Most centers hired job development or placement specialists to connect center participants with employers. The specialists taught participants general job skills, led job clubs, and developed job opportunities such as internships and permanent placements for youths. Programs also used employment subsidies. Many centers paid stipends to participants for the work they did in internships with employers, in community service programs sponsored by YFC, and in jobs at the YFC center. Stipends often accounted for a large percentage of the centers' expenditures. The Baltimore site, for example, spent nearly 25 percent of its total budget on stipends.

Case Managers Helped in Any Way They Could

A case manager noticed that a YFC participant had the signs of a person in a physically abusive relationship. The case manager contacted victim service organizations in the city and the surrounding area to find a placement for the woman and her children. Eventually, the case manager obtained a placement in a shelter, helped the participant pack her belongings, and drove her and her three children to the shelter.

3. Case Management Was a Critical Service for Many Youths

Case managers are important to programs, like YFC, that blend a mix of services. YFC case managers matched available services with participants' needs and addressed the problems troubling participants. In discussions with participants and reviews of case files, the critical role the case managers played in the participants' experiences at the YFC centers and in their lives was clear.

For many participants, the relationships they formed with their case managers was the main YFC intervention. Many youths came to YFC centers burdened by personal problems or crises. They relied heavily on the support of their case managers. Often, the participant was able to open up to the case manager only after they had built a trusting relationship. One participant said that the case managers "try to be your best friend as well as family members at the same time. And that really helps because sometimes there's certain issues that you can't talk to everyone about and they try to be there for you."

Case managers networked with other providers to get participants the services they needed but that the center did not offer. Case managers referred their clients to these other providers for counseling, drug rehabilitation, health services, food, clothing, and other needs. Often, individual case managers had their own set of contacts with other providers and typically had contact with their counterparts at other agencies. Thus, the mix of services was due more to established relationships between case managers and staff members of different agencies than to strong collaborations between agencies. Each case manager established his or her own network, referring participants to contacts in other agencies.

Case managers were central to YFC in other ways. They ran life skills classes, held support groups, and set up mentoring programs for their participants. In many sites, case managers also coordinated the provision of other services (such as meeting participants' emergency needs, contributing to their child care costs, and providing stipends for transportation and for participating in center activities). In addition to filling a support role, case managers performed other tasks often associated with a comprehensive case management system. Case managers assessed clients' needs, developed service plans, identified and accessed appropriate services, and monitored the fit between the clients' needs and the services they were receiving.

Case management structures and processes differed widely across sites, and no structure or process dominated. Sites varied with respect to the backgrounds and levels of experience of their case managers. In some sites, case managers were recent college graduates with limited experience; in other sites, case managers had advanced degrees and were certified social workers. Sites varied with respect to caseloads, which ranged from 30 to 40 in some sites to over 100 in others. However, case managers pointed out that, regardless of their case loads, generally most of their time was spent helping a small number of high-need youths.

Sites also varied with respect to case manager responsibilities. In some sites, case managers mostly assessed participants at intake, monitored their progress through the program, and made changes if services did not match participant needs. In other sites, case managers played a more active role in counseling participants about personal and social problems, sometimes visiting participants' homes to understand issues there and to work with parents to create solutions and sometimes collaborating with other service providers to make sure that participants got the help they needed to deal with problems.

In several sites, the center's structure sometimes limited what case managers could do. In several programs, some participants would come to case managers knowing the YFC service in which they wanted to participate. In these situations, case managers did not spend time assessing whether the program the participant was interested in was the best fit for the participant's needs. Several sites had no central point of intake; youths could enter some YFC programs directly, bypassing case managers. In two YFC centers, case managers had limited roles because of the different organizations working in the YFC centers. In these sites, different agencies provided case management and education and training services, and the staff members of these providers did not always discuss participants with each other.

The effects of weak coordination between organizations was most obvious in the Bronx center, where the lead organization provided case management services and subcontracted with another organization to provide education and training services. Case managers were uncomfortable disclosing confidential information to instructors, who had a lot of contact with participants, and instructors felt that case managers did not address the needs of their referrals. In another site, case managers did not interact closely with instructors who worked for other organizations. Case managers did not feel comfortable dropping in on the classes run by the other agencies to talk with participants. In contrast, in the Douglas YFC center, all staff were members of one organization; communication between case managers and instructors was open, and case managers were a constant presence in the classrooms.

4. Were YFC Programs Able to Integrate Services?

In the legislation authorizing YFC, Congress posed this question for the evaluation: Are YFC programs able to set up integrated systems of intake and case management? The answer is a conditional yes. Sites succeeded in integrating services through case management, which enabled participants to access a wide array of services. Sites were not able to change local *systems* of service delivery, however, and generally did not try to change them. Indeed, the structure of YFC--a neighborhood-based program focusing on a small area--works against sites' ability to facilitate systems change.

Researchers have divided integration efforts into two types (General Accounting Office 1992). One, systems integration, involves working with service providers to develop new service delivery approaches and new services, and to eliminate conflicting eligibility requirements. The other, service integration, involves working with existing services to link clients better, such as by colocating services or by using case managers. The GAO has noted that systems integration is more ambitious than service integration and is also more likely to have implementation difficulties. The difficulties include getting agencies to reach consensus on the nature and extent of problems they face, the inability to overcome agencies' concerns about protecting their own roles, and the inability to get agencies to combine personnel and resources to address problems. Efforts to integrate services have been more successful, according to the GAO, because they do not try to change organizational structures.

Local YFC sites designed and set up their programs to integrate services through case management and collaborative structures. That is, local sites steered toward service integration and away from system integration. This is sensible, since YFC programs often operated in small areas of cities or counties and would have had trouble persuading citywide or countywide agencies or providers to change their systems on behalf of a program that typically served only a small percentage of residents in a city or county.

YFC's success in pulling together effective collaborations involving existing agencies and organizations is further evidence that service integration efforts can work. The answer to the question Congress posed is that YFC was able to integrate services through collaboration and case management, but YFC did not try to integrate systems and may not be an appropriate vehicle for doing so.

D. LOOKING AHEAD

The picture given here of services that sites provided touches on some of the changes that sites made over time. In fact, the first two years were a dynamic period for local programs. After programs resolved start-up issues, such as finding a site and setting up the center, they began to focus more on deciding which services were appropriate for participants and which were not. Programs eliminated some services or scaled them back and expanded others. At the same time, programs were modifying their services in response to the cut in federal YFC funding, generally cutting services that were duplicative or too expensive to justify. In Fort Worth, for example, after a careful review, the YFC board eliminated the recreation component because the board felt it was duplicating the city recreation program. The board planned to reallocate the money earmarked for recreation to other activities that would meet the center's long-term needs. This kind of monitoring and accountability has enabled programs to stretch their funds while being responsive to community needs.

Looking ahead, the fight to sustain the YFC centers will be a difficult one. Of the different YFC components, the centers are the least able to rely on institutional support and funding for their continued future due to extensive cuts in JTPA funds for youth programs. Lacking a clear source of federal funds, programs are looking to their YFC advisory boards and lead organizations to identify other ways to maintain the centers. For example, one program decided to convert its center into a charter school and won a charter from the state to operate the center as a school. The center can now receive funding from local education sources. Similarly, other local programs are looking for new funding streams. New funding will likely change the shape and scope of YFC centers, and the noncategorical nature of the centers may be lost if categorical funds replace YFC funds. However, local YFC programs have proven their adaptability in their first two years, and many may succeed in meeting the major challenge of sustaining the centers.

IV. CONNECTING STUDENTS WITH CAREERS: THE YOUTH FAIR CHANCE PROGRAM IN SCHOOLS

YFC takes a two-pronged approach to helping youths in high-poverty areas. The community-based learning centers make up one part of YFC; they help youths who have left school and who need stronger skills and support. The other part of YFC is working with schools so that youths from high-poverty areas get a better education, which is increasingly more important as the economy shifts toward high-skill jobs. The learning center approach treats problems that arise because young people were not prepared for the workplace; the school approach prevents problems that might arise by ensuring that students are prepared for the workplace.

The particular approach YFC followed was to set up school-to-work (STW) initiatives in schools serving target area youths. The elements of these initiatives were laid out in legislation enacted in 1994. STW initiatives expose students to careers (so that they can begin early to make informed choices about what they want to do) and integrate school and workplace experiences (so that students learn more and are better prepared for careers). Setting up STW meant that YFC had to create collaborations involving schools, employers, employment-training organizations, and nonprofit organizations. It was a big undertaking that continues to evolve after two years.

Some examples illustrate the challenges sites faced. In one city, the team putting together the YFC grant application initially received support from a school principal who wanted YFC programs in her school. When YFC was ready to begin its program, program staff talked with the principal and she said there was no space in the school for new programs. She suggested an idea for a program she wanted to see in her school, but nobody from YFC had any experience with that kind of program. They did not know what to do next.

In another city, a school chosen to be part of YFC had to reform to meet stringent guidelines imposed by the state because of the school's persistently low performance. The school's new principal knew that if she did not improve the school's performance, the state would invoke more stringent reform actions. Facing a mandate to improve her school immediately, and having to do much work to meet that goal, the principal gave YFC a low priority.

In a third city, staff at a nonprofit organization operating YFC had spent several years developing an STW program for students interested in careers in manufacturing. With their new YFC grant, they were looking forward to expanding and improving the program they had started. In the first year of YFC, however, the state took over the district and closed schools (including the high school where the STW program was based) to save money. Organization staff had to work hard to find a new high school where the STW program could operate and to convince program students and teachers to move to the new school.

The key to understanding how STW fared in YFC sites is observing that almost everyone involved in it was doing something they had not done before. YFC was working with high schools (and some middle schools) to set up an initiative whose elements were based on legislation passed in May 1994, only two months before YFC began. Many sites were familiar with the elements of STW, but few had experience with setting them up. In particular, setting up STW meant bringing employers and employment-training organizations together to work with schools. Previous initiatives to forge collaborations between schools and outside organizations had met with mixed success. Would YFC be different? Sites picked schools to be part of YFC because the schools served target area youths, not because they were promising settings for STW programs. YFC had to create support for STW reforms in schools that had seen many programs come and go over the years.

In general, the efforts have been successful. After two years, YFC has gotten key elements of STW programs up and running in many sites. Naturally, some sites surged ahead and other sites lagged behind in developing their STW programs.

In bringing STW programs into schools, YFC has created partnerships that may be in place long after YFC itself has ended. The partnerships have more work to do to get all the elements of STW in place, but they have laid the groundwork for the future. However, the neighborhood-based focus of YFC is difficult to maintain by selecting local high schools to set up STW initiatives. Students living in YFC target areas frequently attended high schools that were not part of YFC. Widespread attendance patterns watered down YFC's ability to improve the high school experiences of *target area* students through STW initiatives. A districtwide approach is needed to ensure that target area students are all exposed to STW initiatives, but this approach requires resources that are outside of YFC's range.

A. CHALLENGES OF SETTING UP STW INITIATIVES

YFC grant materials specified two ways in which schools were to relate to the overall YFC program. These specifications affected much of what came after. The first specification was that, in two schools, sites had to set up school-to-work programs consistent with the School-To-Work Opportunities Act of 1994. The national STW legislation had not been passed when local sites were applying for YFC grants. The legislation had been visible for at least a year, however, and all states had received STW planning grants before the legislation was passed. Thus, elements of the legislation were known to educators and training organizations. The second specification was that sites had to set up STW in two secondary schools (middle or high schools); both schools had to have target area youths attending, and at least one had to be in the target area. Exceptions applied to rural areas and Native American reservations where only one secondary school may have been serving the target area.

If STW only involved a program in two schools, it would have been relatively straightforward to set up. Schools and community organizations are experienced at setting up and operating many kinds of programs. However, STW is more a framework and a set of objectives than a program. The National School-To-Work Office defines the three basic elements of STW as (1) school-based learning, (2) work-based learning, and (3) connecting activities. School-based learning "restructures the educational experience so that students learn how academic subjects relate to the world of work." For work-based learning, employers and schools work together to create settings that provide students with "opportunities to study complex subject matter as well as vital workplace skills in a hands-on 'real life' environment." Connecting activities "provide program coordination and administration, integrate the worlds of school and work, through business and staff exchanges, for example, and provide student support, such as career counseling and college placements." Moreover, the hallmarks of STW are an emphasis on ensuring that *all* youths in a school can take part in STW activities and an emphasis on setting up *systems* within which schools work with employers and organizations to meet STW goals. These ingredients make STW a much more ambitious initiative than many programs that schools and organizations may have operated before.

The three basic elements give sites flexibility to create STW initiatives that fit the local context. If STW initiatives are not guided by a vision of what is to be done, however, flexibility can lead to confusion and poor coordination. The National School-To-Work Office said in its recent report to Congress that "state school-to-work directors say that their biggest challenges include poor understanding of key school-to-work principles among some stakeholder groups, and difficulty creating and sustaining collaboration among various public and private entities."

YFC sites faced the same challenge of poor understanding and coordination difficulties as other STW initiatives. YFC schools also faced the challenges of setting up STW mostly on their own within larger districts and in schools with many high-risk students. Because only one or two schools were part of YFC grants, districts were less likely to create pressure for change within the schools and to network with employers and community organizations on behalf of the schools. Addressing the problems of high-risk youths also meant that schools had to come up with ways to improve their students' social skills and to mitigate personal and social issues that students living in high-poverty areas commonly face.

The structure of YFC also created a unique challenge for setting up STW. Schools taking part in YFC were identified primarily because they served target area youths. Some YFC schools enthusiastically embraced the opportunity to be involved with a new initiative, but others were not interested in the significant reform efforts envisioned by STW. After YFC started, it became clear that some schools did not fully understand what it meant to be part of YFC and to set up STW initiatives. Many principals and teachers believed YFC would pump more dollars into their schools to support social services for students and to enhance vocational course offerings. It took time for YFC to get principals and teachers to buy into the vision of STW as a vehicle for real school reform.

Selecting two secondary schools to be part of YFC--with one in the target area--seemed simple. At the same time sites were picking YFC target areas, they were implicitly narrowing down which schools could be part of YFC because schools could be picked only if target area youths attended them. Sites had only to pick which of the schools attended by target area youths were most suitable for YFC.

However, it was difficult to select schools that *most* target area youths attended, especially in urban areas. This was a sensible objective, because YFC wanted to improve prospects for youths in the target area. The difficulty stemmed from the enrollment zones and diffuse enrollment patterns of urban schools. Different school enrollment zones often cut across target areas, with some students from the target area attending one high school and some attending other high schools. In addition, many cities had busing, magnet programs, or school choice programs that made the concept of an enrollment zone fuzzy. In choosing which schools to include in YFC, sites had to face the fact that they could not serve target area youths in schools the same way they could serve older target area youths in learning centers.

Sites also had different interpretations of the grant specifications that related to the kinds of schools that could be involved and the kinds of youths YFC could serve in the schools. Some YFC programs elected to work with a middle school and a high school rather than with two high schools. Working with a middle school and a high school allowed programs to create a continuum of services from the 6th through 12th grades. It was also easier to work with two schools that already had a relationship with each other. The trade-off was that YFC had to set up some activities in middle schools for younger students and other activities in high schools for older students, rather than setting up the same activities in two different high schools.

Once schools were picked for YFC, they became like YFC target areas. All youths attending them were eligible for YFC services, meaning they could take part in STW activities. Most sites viewed schools this way. Some sites, however, differentiated between youths in a YFC school who lived in the target area and youths who lived elsewhere.[1] The reasons for this decision seemed to be (1) wanting to focus on helping youths from that area, and (2) wanting to avoid becoming tangled up with JTPA eligibility rules. For example, the YFC program at Roosevelt High School in the Bronx focused on target area students who attended the school, a group that represented only five percent of the school's total enrollment. In Baltimore, the YFC program gave target area youths priority in filling STW program slots. Youths from outside the target area could then fill empty slots. In both cases, it was more difficult to build support for schoolwide reform efforts envisioned by STW when only a few of a school's students were affected. In Denver, youths from outside the target area could enroll in STW classes and use the career lab, while youths from the target area could do these activities and also work with case managers. This allowed the program to operate at a schoolwide level for some activities and at a target area level for others.

B. BRINGING SCHOOLS AND EMPLOYERS TOGETHER

STW involves bringing teachers and employers together to create workplace learning experiences in schools and school learning experiences in workplaces. However, because the core idea of STW is to improve the learning experiences of high school students, schools naturally are the dominant partner. Regardless of the type of organization officially charged with operating the STW initiative, school staff had to buy into STW for it to move forward beyond being simply services for youths, and employers looked to schools to provide the structure needed to get STW started. These relationships affected much of what happened in YFC's first two years of working with schools to set up STW.

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[1] Target area youths could be served in learning centers, even if they attended high schools that were not part of YFC.

The first task YFC faced was to gain support for STW from teachers and principals. In a few sites, STW initiatives were under way before YFC began, and support was already in place. In most sites, however, STW initiatives were not under way before YFC. In many of these sites, the short YFC planning period meant that school staff did not play a big role in designing the STW initiative or that a district administrator (who may have had little direct contact with school staff) drafted the design. In either case, starting STW meant working directly with school staff to introduce STW concepts and get commitments from staff to be part of planning and curriculum design efforts. The newness, complexity, and lack of demonstrated results of STW make it a hard sell in some schools. Teachers sometimes are concerned that aspects of STW, such as "career majors" (where students pick a career area in the 9th or 10th grade), might undermine or limit the ability of their students to be admitted to colleges. This fear was common even in schools with high dropout rates. Other aspects of STW (such as internships), require schools to coordinate with employers in a new way. Committing to STW was a big step, and schools wanted to make sure it made sense.

Gaining support for STW was easier in schools that had existing vocational education programs or career-related magnet programs. In seven YFC sites, for example, STW efforts drew on existing vocational or magnet programs that had already created relationships with employers, curricula organized around career themes, or internships. Although STW curricula generally needed to be broader than vocational curricula and less focused on specific occupations, many teachers in these schools were comfortable with the idea of organizing lesson plans around career-related themes.

Gaining support for STW was also easier in schools within districts that had existing STW initiatives. In Baltimore and New Haven, citywide STW initiatives had created work-site activities for some students attending YFC schools. YFC funding allowed the schools to expedite their efforts to become full-fledged STW initiatives. In Cleveland, the nonprofit organization running YFC had worked since the early 1990s recruiting local manufacturers to participate in the STW initiative in a high school that had a strong (but declining) reputation among manufacturers for graduating well-trained students. After winning the YFC grant, the organization was able to expand the number of employers providing internships and create work-based learning experiences among its employer base.

Gaining support for STW was also easier when school districts headed the STW effort. In New Haven, the school district had staff in each high school that assessed students' career interests and matched students with internships. When YFC began, these staff members had the support of the superintendent and the high school principals. They were able to move quickly to use YFC resources to develop more internships and enhance existing STW efforts. In contrast, in the Bronx, the nonprofit organization running YFC had no relationship at the outset with staff at the main high school participating in YFC. The Bronx school superintendent had provided initial input on how the STW program might be structured, but the high school's staff had not been part of the program's design. The challenge was even greater because of the school's size, the large number of at-risk students, and the fact that the school was already being restructured. Staff at the nonprofit organization spent much of the first year of YFC creating relationships with school staff and building support for STW.

Working from within a school or district did not ensure a smooth startup, however. The legacy of many short-lived school reform efforts is that teachers often are skeptical of any new program. It was easy for teachers to view STW as another short-lived reform effort. STW is new and untested, and it depends heavily on federal funding. The task of overcoming skepticism was made more difficult when, during the program's first year, funding for the national YFC program was cut from five years to two. The funding cut gave ammunition to skeptics who could say, "I told you so."

Facing this skepticism, DOL worked extensively with its technical assistance provider to help program and school staff understand STW and learn more about the experience of successful STW initiatives. In

Programs Had to Win the Support of School Staff

In Fresno, California, staff at Roosevelt High School had seen many programs come and go. The school had competed successfully for new grants, but the programs rarely lasted long and staff felt burned out. They were skeptical about STW because they did not want to invest in changing what they did only to have the program end abruptly. In addition, they believed their role was to prepare students for college.

Ultimately, the YFC program director, aided by technical assistance from DOL and its national contractor, gained the support of a group of teachers who believed that curricula with a career focus and work-site activities would improve the school's performance. The school's principal also began supporting STW after attending a statewide conference and learning more about STW.

With support from the principal, the team of teachers became the nucleus for efforts to develop mini-schools within Roosevelt, each with career pathways that embodied STW components. One teacher said, "Career pathways would never have happened at Roosevelt without YFC."

addition to regular visits to sites to advocate for STW, DOL hosted a conference in spring 1995, the first year of YFC, where employers and staff from the National School-to-Work Office spoke about the promise of STW and how it was faring in districts and with employers. YFC programs also talked with each other about some of the strengths and weaknesses of STW. DOL hosted another series of conferences in spring 1996 to reinforce its message about STW and to give sites more opportunities to interact.

The 1995 conference convinced some YFC and school staff that their plans for the school program were not close enough to STW, so they began to modify them. For example, the Indianapolis school program initially consisted of a few discrete career awareness and work readiness activities that a nonprofit organization provided under a contract with the local YFC program. After the conference, key YFC staff realized that their school program fell short of being a true STW initiative. It needed to have a broader vision than focusing simply on career awareness. The program began working with high school principals to develop plans for applied academic courses and structured work-site internships built around specific career themes. The program did not renew the contract with the organization providing career awareness services. Instead, it used the funds to give grants directly to schools to develop their STW initiatives. Similarly, in Memphis, where the district operated under school-based management principles, program staff and district administrators worked for a year with YFC schools to cultivate support among principals and teachers. After program staff gained credibility with local principals, they were able to begin developing plans to introduce STW concepts into the schools.

Because employers are half of the STW equation, involving them with schools is important for the success of STW. Employer involvement, however, came later in the process of developing STW initiatives (after sites better understood STW and gained support in schools for STW). In YFC's first two years, we found extensive employer involvement in about a third of YFC sites. Employers are likely to become more involved in other sites as STW becomes more established.

Employers were involved with STW initiatives in four ways. They sat on advisory boards, hosted students (and, sometimes, teachers) for job-shadowing visits, hosted internships, or had their employees help school staff develop curricula with a stronger focus on workplace competencies. Most employers were active in only one or two activities, and usually were involved with only a few students at a time. Larger employers were more likely to be involved with more activities and more students.

Employers generally cited three reasons for their involvement. Some employers were concerned about their bottom line. They said that skill requirements for entry-level jobs had risen sharply in the past decade because of the heavy use of computers to do tasks once done by workers. They needed high-quality workers so they could be competitive. Other employers cited a charitable motive. They believed they should play a role in their communities by helping schools and by working with students. Finally, some employers believed that working with students was a good experience for employees. It helped them appreciate the kinds of skills they used on their jobs, and many employees felt a sense of personal reward when they helped young people learn.

Employers generally felt their experiences with schools were positive, but they also noted some tensions in working with schools. Employers said they were turned off when schools seemed disorganized, which happened in two ways. First, some schools believed they needed to be flexible about the role they asked employers to play, to avoid seeming rigid and turning off employers. They would ask employers to get involved but not say exactly what they wanted them to do. To employers, however, what schools viewed as flexibility looked like a lack of organization. They believed schools were running the show and should have a plan for what employers did with students. The plan would tell employers, for example, how much time students would be at the work site and what kinds of competencies students should learn. Employers were more comfortable with making suggestions about how a plan could be adapted to fit them than in designing the plan itself.

Second, some employers were contacted separately by more than one school to help with STW efforts. Employers believed districts should coordinate schools so that employers would not have to respond to multiple requests for the same thing.

Employers also wanted to keep paperwork to a minimum. Schools often wanted employers to track student attendance for internships and to assess student progress. Many employers viewed these activities as tedious and a drain on their staff's time. They felt that schools did not always appreciate that they had businesses to run.

These tensions are part of the implementation process and may be eased as schools and employers learn more about each other. Looking beyond implementation, however, YFC's efforts to involve employers raises issues about the feasibility of operating STW initiatives that give all students work-site experiences. Urban high schools often have 1,000 or more students. Even if a school tried to give only juniors and seniors work-site experiences, the school would still need to be connected with many employers because most employers worked with fewer than five students at a time. For one school to organize work-site experiences for 500 students can easily mean that the school needs to interact with *100 employers*. The effort to recruit this many employers and arrange student activities with them is well beyond the capacity of most STW initiatives that operated at a school level, like YFC did. STW may need to focus on working with students who are most suited for STW, simply because there are too few employers to go around.

C. SETTING UP KEY STW COMPONENTS

STW programs involved a mix of activities, some more intensive than others. Less intensive activities include helping students become more aware of careers (career awareness and career assessment) and helping to prepare them socially for working (work readiness). More intensive activities include creating career majors in schools, redesigning curricula to integrate workplace competencies and skills, and setting up internships with employers. In the first two years, YFC programs generally were less likely to set up more intensive activities. Reasons for this have to do partly with the early stages of the programs and partly with their initial focus on younger students (usually ninth graders). Many programs laid out implementation plans calling for less intensive activities to be set up first, after which they would turn their attention to more intensive activities. Programs also planned to focus on younger students first, intending to phase in STW activities at lower grade levels and move up to higher grade levels as students progressed. Sites that had been part of STW initiatives before YFC began were able to set up more intensive activities or expand activities that had been set up before YFC.

1. Keeping Students in School

YFC schools served many at-risk students, and school and program staff had to adapt the STW model accordingly. Because STW mostly involves high school students, the key problem schools faced was high dropout rates. Staff of YFC schools viewed dropout prevention activities (although distinct from STW activities) as fundamental. They believed that a first step in making STW initiatives a success was to ensure that students stayed in school to benefit from STW.

The literature on dropout prevention has pointed to the many reasons why students drop out. Some students think it is not worthwhile to get a high school diploma because there are no good jobs for them.

Other students may be alienated from peers or adults at school. Some students experience personal crises, have problems with substance abuse, or get involved with gangs.

YFC programs developed strategies to address these problems. Most programs made sure that new career-related classes and work-based activities emphasized the importance of completing high school and of going to college. Some programs restructured schools into smaller units, so that teachers and students could know each other better and students would feel more connected to school. Programs also developed activities and services designed to address the personal and academic needs of at-risk students. All sites set up at least one dropout prevention activity, and most sites set up at least two. These activities included:

- ***Personal Counseling.*** Individual or group discussions with counselors or other staff about personal needs and problems
- ***Life Skills Classes.*** Classes or peer group support sessions focusing on self-esteem, communication and conflict resolution issues, sexual abstinence, personal responsibility, and leadership skills
- ***Tutoring and Remedial Classes.*** Instruction to help students succeed in their academic classes
- ***Mentoring.*** Periodic meetings, meals, or recreational activities with a school staff member, older student, employee of a local organization, or community resident
- ***Parenting Classes.*** Classes for teenage parents on such issues as child development, health and nutrition, arranging child care, and dealing with boyfriends
- ***Case Management.*** Assessment, counseling, and referrals by staff members

Schools typically targeted dropout prevention activities toward students who had risk factors, such as poor attendance or grades. Some YFC schools, such as those in Denver and the Bronx, also targeted dropout prevention activities toward students who lived in YFC target areas.

Case Managers Worked to Keep Students in School

Joe was a high school student who had problems with drugs and alcohol, had trouble controlling his anger, had tried to commit suicide, and had recently been arrested for beating a woman. Joe's YFC case manager at his school worked closely with him for over a year, usually meeting with Joe twice a week. They talked about Joe's personal problems, his schoolwork, and how important it was to stay in school. The case manager knew that the odds were against Joe succeeding. He also knew that he could not give up on Joe. He said, "I think I'm the only positive force in his life."

The effort was paying off. The case manager believed that Joe would have to continue putting in a big effort but would be able to come to grips with his personal problems. The case manager also believed Joe would graduate from high school and that he had real promise for a career as an artist.

The principal at Joe's high school said the help case managers provided was a big part of YFC. He wished he had more case managers to help students.

Case management probably was the most innovative dropout prevention activity. Only a few YFC schools used case managers; they typically had caseloads of 50 or fewer students, usually students with significant risk factors or (in Denver) students from the YFC target area. Case managers played the same role with students in YFC schools that other case managers played with students at learning centers (described in the previous chapter). Case managers assessed student needs, matched services with their needs, counseled them about personal and family problems, and monitored their progress in school. Case managers also contacted teachers, guardians, and other service providers about their students. This kind of intensive intervention is uncommon in schools, but reactions to it were enthusiastic. School staff believed case managers helped students and, by showing that YFC could help some of the hardest-to-serve students, gained more acceptance for YFC in schools. Continuing case management beyond the period of YFC funding did not appear likely to happen, however. Principals believed that case management was valuable but a luxury most schools could not afford.

Technology Labs Helped Students Learn About Careers

In Los Angeles, school staff used YFC funds to purchase a technology lab for ninth graders. The lab exposed students to occupations, including computer-aided design (CAD), business computer applications, advanced lasers, ecology, biotechnology, and video production. Students selected three modules and were assigned to three others on the basis of their responses to a computer-based career interest inventory. Each module included hands-on tasks relating to a particular career. For instance, CAD tasks required students to use a computer to evaluate the strength of construction designs.

2. Understanding Careers and Getting Ready for the Workplace

Introducing students to the concept of a career is central to STW efforts, and nearly all YFC sites initiated some kind of career awareness activity. Of the 16 sites, 14 set up a career awareness activity. Common career awareness activities included structured assessments of student career interests (sometimes using computer-based career development software), presentations by employers or teachers on careers, and job-shadowing experiences and visits to work sites (during which students learned about specific jobs and industries). Structured assessments were prevalent and typically served many students; this was possible because of the heavy use of computers to perform assessments. Programs also tried to give students opportunities to test their interests in particular careers. For example, in Los Angeles, the school set up a technology lab where students could do tasks from a range of occupations. Ninth graders at Baltimore's Patterson High School could go to a lab in each of the school's four career academies to help them decide if they wanted to apply to that academy at the end of ninth grade.

Trips to work sites and job-shadowing experiences were ways for students to see what careers were about before they went into more intensive school- or work-based activities relating to that career. For example, many New Haven students went on a job-shadowing visit before they picked an internship. Compared with work-based learning placements and internships, brief work-site visits were easy to organize. Visits also gave students a foot in the door with a particular employer. For example, a veterinarian who offered a one-day job-shadowing experience for a student in Seattle hired the student for a part-time job.

Program staff realized that employers' participation in the STW initiative could be jeopardized if students' behavior at work sites was unacceptable. Many students were unfamiliar with basic behavioral norms of the workplace that adults take for granted. Some students did not know how to dress for work. Others did not realize that they needed to arrive at work on time and remain there until they were scheduled to leave. To address this issue, most programs had students participate in work readiness classes before they went to work sites for job-shadowing visits or internships. Many work readiness classes stressed the importance of positive work habits such as being punctual, taking initiative, and posing questions when assignments are unclear. Some work readiness classes also included projects designed to build problem-solving skills.

3. Setting Up Career Majors

Some YFC schools began setting up programs of study, known as "career majors" or "career pathways," that focused on particular careers. Similar to picking a college major, picking a career major meant that students took part in a sequence of academic and work-based activities oriented around learning knowledge and skills used in a particular occupational cluster. Career majors in health, manufacturing, and business were common. Students typically chose a career major in the 9th or 10th grade, usually after they had taken part in career awareness activities. Some schools set up career majors that were little more than lists of courses schools believed students should take if they were interested in particular careers. Other schools, however, began setting up career majors where course content would be enriched by applications to the particular careers and tied into workplace experiences.

The process of developing career majors was often the starting point for schools and employers in particular market areas to get together and develop competencies, new curricula, and work-site experiences. For example, local hospitals often were closely involved in helping schools set up career majors in health, and local manufacturers were involved in helping schools set up technical or industrial career majors. Naturally, schools were better able to develop career majors when components of career majors already existed. Baltimore's Patterson High School used its existing vocational courses and internships as a foundation for building its four career majors (in business, manufacturing, arts, and sports and allied health). Denver's Manual High School developed career majors based on vocational courses at the school that were being integrated with academic courses as part of the STW initiative.

The concept of career majors is appealing for STW initiatives. By grouping students around career themes, it is easier for schools to develop applied courses to suit the focus of each career major. In addition, because students have expressed an interest in a career when choosing their major, it is easier for employers to see how they are helping schools by setting up internships and helping develop academic applications.

The early experience at developing career majors also illustrates that how high schools are organized poses implementation obstacles. In setting up career majors, schools tried to group students so that those in the same major could take courses together. For example, students in a health major would take biology together, and the biology course for these students would be rich in applications to the health area. In practice, however, schools were not able to group students together for more than one or two classes. Sometimes this was because career majors were still developing, and schools had not yet been able to group more than a few students. More often, it was simply too difficult to schedule a block of students together within the maze of high school courses. Some schools resisted grouping because they wanted to preserve student flexibility to choose their own courses or to maintain separate courses for college prep and general education. Whether these are implementation difficulties or a reflection of deeper structural problems with the career-major concept remains to be seen.

4. Internships Gave Students Real Work Experiences

Most YFC sites were able to offer internships for STW participants, usually for older students. In general, schools offered only a few internships; often, the internships had existed before YFC (although YFC usually led to schools being able to develop more internships). Given the short time frame to arrange internships, it is also not surprising that internships usually were not closely integrated with classroom learning experiences. However, they did give a few students opportunities to learn about businesses, interact with workers or customers in a professional manner, and refine career goals. Internships often provided opportunities to learn about jobs much different from the ones high school students find on their own. For example, in Baltimore, a student worked with a veterinarian preparing animals for surgery. In Cleveland, students used advanced manufacturing equipment to produce machine tools. In New Haven, a few students worked as research assistants for the local agricultural extension service.

Experiences of YFC schools in developing internships illustrate some challenges facing STW initiatives in providing students with real workplace experiences. Many programs first had to recruit employers to offer internships. STW programs based on existing vocational education programs usually had a group of employers to work with, but others had to recruit employers by contacting local chambers of commerce, trade organizations, or single employers. Programs had to assess employer interest in and suitability for internships, sometimes visiting employers to describe what their roles would be, answering questions, seeing where students would work, and making suggestions about how best to create a good internship experience. After students were placed in internships, programs had to mediate occasional problems that came up between employers and students and find new students to take internships when other students did not work out.

Most sites had difficulty identifying enough internships for all interested students. Employers who were willing to participate rarely had more than three or four internship slots.[2] To expand the number of internships, some schools used subsidies, either paying a share of student wages or paying employers directly to take on students. Two-thirds of the programs creating internships gave subsidies to some or all participating employers.

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[2] In some sites, a few large employers hired more students. For example, a hospital in the Bronx hired more than 30 students whose wages were fully covered by YFC.

Internships Helped Students Learn More About What They Wanted to Do

"I mean, I'm looking at this in two ways. If I go there and I don't like the job, I think that is a good thing. Because that's one thing I know I'm not going to do after college. And then if I like the job, depending on how much I like it then maybe I'll do something in that field. Maybe I'll major in that subject . . . . I figure that either way I'm gonna get something good out of it."

- High school student in New Haven

"It gives you more of a chance to learn what you want to be. Instead of saying you want to be something and not really knowing what it is going to be like, it [the internship] gives you more of a hands-on [experience]. If you don't like it, you don't have to worry about wasting money, maybe going to college to learn how to do this and then find out, well, I don't like it anymore."

- High school student in Cleveland

However, not all students were interested in internships or able to take advantage of them. Students who already had jobs were reluctant to work at a program-related internship that might have paid less than their jobs. Some students were interested in working and in having an internship. However, they often found that the two were not compatible. Some school staff also questioned whether it was appropriate for students to work and have an internship. They were concerned that doing both left too little time for doing homework and taking part in extracurricular activities like sports and clubs.

Internships are more productive when they are integrated with skills that students learn in the classroom. However, staff and employers who created internships found it was difficult to match what students learned on their internships with what they learned in classrooms. The reasons sometimes had to do with student interests and preferences. Some students wanted internships that paid well or that had hours that fit with their extracurricular activities or other jobs, regardless of whether the internship matched what they learned in class. Even when internships were in the same general area as students' classes or interests, it was difficult to ensure that employers had students doing tasks that built on what students learned in classrooms. In addition, because the internships were spread across many employers, teachers found it difficult to develop classroom lessons that focused on particular workplace skills or to synchronize what was learned in the classroom with what was learned in the workplace.

D. INTEGRATING SCHOOL AND WORK

The most challenging activity in setting up STW is integrating what students learn in academic courses with what they learn in work-site experiences. For integration to occur, both teachers and employers have to give up some control over what they do in the interest of improving what students learn. Teachers need to adapt what they teach, with support from employers who identify the skills and competencies students need. Employers need to move away from having students work at routine tasks and have them work at tasks that engage real problem-solving skills and academic concepts. Teachers develop new curricula as part of their professional roles, but employers have no direct incentives to create learning experiences for students. Their incentives are more vague--to do what they can so that students have better workplace skills, to give something back to the local community, to help their employees understand their own jobs better. Building a long-term initiative on these incentives is risky.

YFC's experience tells us something about the challenge ahead for integration. To adapt what they teach, teachers first needed a sense of the elements they wanted to bring into their curricula. They had to decide what kinds of workplace competencies to merge into their curricula, and they needed to learn more about careers so that they could develop practical applications.

The challenge is that other forces are competing for the place in the curriculum that teachers might devote to teaching a workplace competency. In many states and school districts, teachers have little control over what they teach. Standardized tests or assessments play an important role in some states, and time spent teaching skills that are not in the standardized test can be viewed as frivolous or even potentially damaging to a teacher's career. In these areas, YFC or any local effort is not likely to have an effect on curriculum integration. If integration occurred, states or districts would have to do it. In addition, there is little time for teachers to learn about careers or to revise curricula. Most teachers spend most of their day teaching; they can focus on visiting workplaces or developing new curricula only if they are released from teaching duties or if they work during the summer.

Even when teachers can introduce new competencies into their curricula, developing them can be daunting. Several years before YFC began, Youth Opportunities Unlimited in Cleveland began working on an effort to develop skill standards for manufacturing jobs and integrating the standards into the curriculum at a local high school. The process involved recruiting representatives from local manufacturing firms who met over a year to identify skills needed for jobs in their workplaces. Teachers then worked during a summer to incorporate the skill standards into the high school curriculum. More than 25 employers, nine teachers, and three organizations were involved in the effort, which took about 18 months to complete. More effort was needed later as teachers worked with the new curriculum and spotted problems or needed clarifications. YFC programs generally have not engaged in a development process this intense; even so, the development processes they have been involved in have required a lot of time and effort.

The way high schools are organized also poses a challenge for curriculum integration. Teachers need common planning periods to collaborate on new curricula, or they need to work during the summer. Common planning periods for teachers in different subject areas are cumbersome to set up within schools. Grouping students together to take advantage of integrated curricula also is cumbersome. For example, in one YFC school, an interdisciplinary team of teachers created a program of study for health that was based on health themes and connected with job shadows at a local hospital. When student schedules were drawn up, however, the teachers found that they had only six students in common because the scheduler had ignored the request from the STW program director to group students with the teacher team. The STW program director said that many teachers and counselors at the school resisted grouping students into courses that had a career orientation because they believed the school should be preparing its students for college.

Resolving this clash of views was going to take time and persuasion. It was being helped by support from the district, which committed to a districtwide STW initiative after YFC got going. However, similar experiences are likely to arise in any school where setting up STW means changing basic school parameters, such as the way it schedules students and teachers.

E. SUMMING UP

YFC sites faced serious challenges to setting up STW initiatives at the outset. Many local sites had not fully realized the meaning of setting up a STW initiative, and essential elements had to be understood and developed. Some YFC schools had not involved employers much in the past, or they faced other problems they had to balance with setting up STW. In addition, STW initiatives call for changes in some features of the way high schools are commonly organized, changes that could not be made quickly or without opposition.

In spite of these challenges, sites were able to set up key components of STW. In particular, three kinds of activities were set up. In declining order of frequency, they were (1) career awareness activities (such as job-shadowing experiences and computerized assessments of students career interests); (2) new curricula that focused on specific careers, technical skills, or general workplace competencies; and (3) work experiences designed to allow students to learn about different jobs, develop new skills, and (in some cases) apply knowledge learned in classrooms. Many sites were able to set up more than one of these components, and a few were able to set up all three. The future is likely to see more sites set up the full range of STW components. Sites also set up dropout prevention activities as part of STW. These activities do not fall within the general STW framework but were considered essential for addressing the needs of students from high-poverty areas.

Has YFC set up STW *systems* involving all students? It has not. Only a few schools are involved in YFC, so notions of creating an STW system are out of place. Resources were limited, so getting enough employers involved so that all students could have work-based experiences while they are in high school was not possible. The same issues are being faced all around the country as STW initiatives get under way. YFC schools serve as useful models of how STW initiatives can get under way in high-poverty schools where a base of staff support must be built up. The experience shows that the early phases of STW--helping students understand careers, helping them prepare for the social and adult aspects of working, and giving them some exposure to work through internships--can be set up in these kinds of schools. Whether YFC schools can move next to take on deeper aspects of STW reform--changing what teachers teach and creating learning experiences in the workplace--remains to be seen.

V. TAKING STOCK

The initial implementation experiences of the sites provide an opportunity to address two questions posed by Congress: (1) Are programs able to provide guaranteed access to appropriate services? and (2) Are programs able to set up integrated systems of intake and case management? The initial implementation experiences of the sites also provide an opportunity to address four issues that relate to the usefulness of programs like YFC: (1) how YFC changed access to services, (2) whether local sites will sustain YFC, (3) whether YFC is a promising approach, and (4) how the YFC concept can be improved.

A. DID PROGRAMS PROVIDE GUARANTEED ACCESS AND SET UP INTEGRATED SYSTEMS?

The answer to the first question--whether programs provided guaranteed access to services--is yes. Programs set up learning centers that were able to provide all youths who walked in with education, employment, training, and support services within the limits of their local service contexts. However, programs are still new and many have not yet reached full enrollment. As more do, their ability to guarantee services to all youths who come in may be strained.

The answer to the second question--whether programs set up integrated systems of intake and case management--is a conditional yes. Local YFC sites designed and set up their programs to integrate *services* through case management and collaborative structures. However, programs generally were not able to create an integrated service delivery *system* in a target area. The lack of change in systems is consistent with the neighborhood-based structure of YFC, which makes it a weak agent for changing systems. For example, welfare programs operate on either a statewide or a countywide basis, with uniform rules and forms. YFC was not a large enough entity for programs like welfare to change their rules and procedures.

B. HOW DID YFC AFFECT ACCESS TO SERVICES?

YFC was intended to increase youths' access to education, employment, and other services by (1) providing funds for services in the target areas, (2) establishing learning centers for out-of-school youths, and (3) promoting school-to-work concepts in local area schools. The learning centers, in particular, were expected to improve access to services by bringing service providers together in a one-stop setting where youths could receive services or referrals to them.

For the evaluation, we are examining the impact of YFC on service access by comparing the service environment in the YFC communities with the service environment in a set of comparison communities that are similar to the YFC communities. We have collected data in these communities on youths' knowledge, access, and use of services before full implementation of the YFC programs. We will collect additional data in summer 1997 to determine if youths' knowledge, access, and use of services increased following the introduction of YFC. This analysis will provide information from the youth's perspective about changes in access to services arising from the introduction of YFC.

During our site visits, we met with service providers in both the YFC and comparison communities to examine, from an institutional perspective, service availability and changes in that availability. The information we collected in those discussions leads to several conclusions.

First, implementation of YFC in the target communities substantially increased the level of resources spent on services for out-of-school youths compared with the level in the comparison communities. For example, the JTPA program, operating through Titles IIA and IIC, is a major provider of education and training for young people in both the YFC and the comparison communities, but the number of program openings available in any one community is relatively small. In Fort Worth, for example, nearly $2.5 million was spent on JTPA Title IIA and IIC services in program year 1995. On the basis of the distribution of the poverty population and the proportion of Title IIA dollars spent on young adults, we estimate that about $150,000 of Title II funding was spent on young people in the YFC target community.

In comparison, Fort Worth's YFC spending on services for young people in the target community was running at approximately 10 times this level during the same period (not counting spending on school programs YFC supported). In other sites, YFC spending ranged from 1.5 to 17 times the estimated JTPA Title II expenditures.

Information on the number of youths served in the YFC communities confirms that YFC substantially increased the level of education and employment and training services for out-of-school youths in the target communities. Continuing with the Fort Worth example, and using the same assumptions about the distribution of JTPA Title II services, we estimate that about 60 to 70 young people in the target area are likely to have received Title II services during program year 1995. In comparison, almost 400 youths enrolled in the YFC center for services during the 12-month period between April 1995 and April 1996.

Second, implementation of YFC changed the nature of services and service delivery for out-of-school youths. The learning centers established in the YFC communities were places where a more comprehensive set of services were available than in the comparison communities. Although community-based organizations in the comparison communities often provided some services similar to those the learning centers provided, the range of services available tended to be less than in the centers. We found something similar to the YFC learning center in only one comparison community (Baltimore). In that case, most services were provided through referrals rather than directly, as the YFC center in Baltimore provided them.

Third, case management typically was not available in the comparison communities for services for out-of-school youths. It was, however, an integral part of YFC and was available in all the operating YFC centers.

Fourth, although YFC community boards exercised differing levels of control over YFC programs, at a minimum these boards provided opportunities for a broad range of residents and local agencies to give ideas and guidance to the YFC service providers. In general, no comparable means of communication existed in other communities.

Finally, while we found that YFC affected the level and nature of services provided to out-of-school youths, the nature of the in-school activities we observed in the YFC communities was similar to what we observed in the comparison communities. Schools in both the YFC and comparison communities were implementing school-to-work concepts. However, the additional resources the YFC program provides for schools may have affected the pace of implementation, with schools in the YFC communities implementing school-to-work concepts more quickly than schools in the comparison communities.

C. WILL LOCAL SITES CONTINUE YFC?

The ultimate test of YFC's usefulness is whether the sites will be able to sustain YFC (or, at least, some YFC concepts or components) once federal funding is gone. Initially, federal funding was expected to last for five years, but it was cut off after the second year due to changing priorities in Congress. The sites responded by accelerating their efforts to become self-sustaining. Some sites also decided to reduce their scale of operations. As a result of these decisions and the slower than planned startup of most site operations, sites are stretching their two years of federal funding to last for two and a half to three years.

Currently, sites' efforts to become self-sustaining are mostly in the planning stage, and the outcome of these efforts is not yet known. Nevertheless, several aspects of sites' efforts to become self-sustaining are of interest.

First, community advisory boards are playing an important role in the effort to keep YFC. Most sites have established board subcommittees charged with sustaining the programs, and the subcommittees have been looking into local funding opportunities. In some sites, the local agencies appear to be doing much less than the boards to find alternative funding sources. In other sites, the agencies are actively looking for

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alternative funding sources; even in these sites, however, the presence of the local boards is likely to be a positive factor in attracting additional funding.

Second, nearly all programs have joined forces to try to obtain national foundation support to keep the programs going. This effort, called the National Network, is just beginning.

Third, sites have planned for local agencies, using their own funding sources, to take over some YFC components. This approach is most evident in some of the recreation programs, where sites developed explicit plans for YFC to fund a portion of the recreation program with the YFC contribution declining over time. In other sites, the YFC program has helped to expand an existing program, with the city recreation agency providing future funding to keep the expansion going. In a number of sites, local school districts probably will continue to build on the school-to-work activities YFC funded. In some cases, YFC provided start-up funding for computers and other supplies and for teacher training or curriculum development; these investments will continue to benefit school-to-work programs. Sometimes, YFC also funded noninstructional staff to provide services (for example, in career centers); schools will need to find alternative funding to keep such initiatives going. Some schools have indicated that they intend to find such funding.

Although sites are likely to keep pieces of their programs, it will be difficult for them to obtain enough funding to maintain the entire YFC program (at least at the programs' current scale). In particular, it probably will be difficult to find enough funding to sustain the YFC centers. The cost of operating a YFC center was generally the largest portion of YFC annual budgets. With federal funding for youth employment and training programs declining sharply in recent years, there is no natural funding stream that could be tapped to support the centers. Funding may be found for some components of the center or for some target groups, but this will make it difficult to maintain the diversity of services and the noncategorical nature of the YFC program.

D. IS YFC A PROMISING APPROACH?

Information about the impacts of YFC on education levels and employment rates is not yet available. However, our assessment of the implementation experiences of the YFC sites leads to several conclusions about the potential usefulness of the YFC model for delivering services to youths.

First, providing a role for the community in influencing the direction of the program is an important and useful feature of the YFC model. There seemed to be general interest and excitement in the concept that the community could influence the direction of the program. YFC programs were able to attract a wide range of agency representatives and local residents to meetings of the community advisory boards. The promise of receiving funding probably attracted some board members initially, but meetings were well attended even when future YFC funding was cut off.

he effort expended in setting up the community boards is likely to have payoffs in the long run. The boards are playing a role in the effort to sustain YFC, and their presence ultimately may be an important factor in attracting future funding for their communities. Even if programs are not able to sustain themselves, the effort to set up the boards has brought together agency personnel and residents, and the connections achieved will benefit future collaborations.

Second, all youths in the YFC communities are eligible for services; this is another important and useful feature of the YFC model. Universal eligibility helps recruitment, eliminates the potential stigma of participation, and is easy to implement. Program staff and community representatives cited it as an important factor in generating community support for the YFC program. A potential downside of universal eligibility is that a program may not target disadvantaged and low-income youths as specifically as a program with categorical eligibility requirements. We have not yet collected data on participant incomes, but our observations from site visits and reviews of case files suggest that YFC's targeting is efficient. Most youths the learning centers served appear to be poor and disadvantaged. This makes sense, considering that centers were in high-poverty areas and that most services offered were for youths who needed more education and training to obtain a good job. This was not necessarily true of the in-school programs: youths in the schools did not have to come from the YFC areas, and the services had broader-based appeal.

A third important feature of the YFC model is its flexibility to tailor the choice of services to local needs. While most sites provided a core of similar education, employment, and case management services in their learning centers, there were marked differences among sites in the choice of support services and in methods of service delivery. For example, some sites arranged and paid for on-site child care, while others used existing child care facilities. Sites in urban areas often provided bus passes for youths, while sites in rural areas purchased vans to transport them. One rural site with a geographically widespread population used a mobile learning center and took the services to the youths. Some sites funded recreation while others, believing local recreation programs were adequate, did not. The school-to-work programs and the ways schools used YFC funds also varied substantially, depending on the local context. In the schools, most programs set up similar efforts to help students become more aware of careers and to prepare them to visit work sites; programs differed considerably, however, in the kinds of dropout prevention activities and work-based learning opportunities they provided.

In practice, YFC's concept of community-based service delivery also has some limitations. First, although YFC programs were intended to offer comprehensive services to youths, the relatively small size of the YFC communities made it impractical for programs to provide many services on-site at the YFC centers. As a result, sites tended to provide services like GED preparation or case management that the largest number of youths could use. When they did try to offer more specific services (such as training for particular occupations), they often had difficulty finding enough interested youths. Sites did access a wider range of services through referrals. Although this is a sensible approach, sites had to ensure that a wide range of services could be accessed and that staff did not automatically channel youths into the services offered on-site.

Second, the YFC target areas were defined on the basis of census tracts. Thus, they often were not naturally well-defined neighborhoods. In addition, because of difficulty finding suitable facilities, it was not always possible to locate the YFC centers in target areas or near the center of target areas. As a result, some youths who lived just outside the YFC areas sought services at the centers but had to be denied. This situation did not make sense to these youths or to program staff.

Third, working to improve schools through a neighborhood-based program like YFC raises difficult issues. Coming in from the outside to change schools is challenging, and (as noted in Chapter IV) YFC has had more success delivering services within schools than in changing the nature of the schools themselves. A question remains about whether YFC is potent enough to change schools. Especially in urban areas, YFC is likely to be one of several competing forces trying to change schools, and some schools participating in YFC clearly had other priorities for change. YFC's ability to change schools may be connected most strongly with its ability to empower communities to demand changes for themselves. YFC advisory boards can speak on behalf of the neighborhoods they represent and ask for local schools to be accountable to neighborhood concerns. Working through advisory boards to effect change--in schools, in local service agencies, or in other government programs--is consistent with YFC's neighborhood-based approach.

Another difficulty in working with schools is their loose fit with target areas. In many YFC sites, particularly cities, a large number of target area youths did not attend the local high school that was taking part in YFC because of the way high school zones were drawn, or because of busing, magnet schools, or school choice programs. It would be desirable to help target area youths and to improve target area schools, but in practice target area youths who went to school outside the target area rarely had access to YFC school-based services.[1]

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[1] High school students who lived in target areas could always go to learning centers for services, and some did.

Rural sites had less difficulty with some of these limitations. The geographic entity usually was well defined, and schools tended to serve the target area. In addition, it was easier to get key people together in the rural sites. For example, in smaller sites, the superintendent of the local school district and the mayor or other principal local politician was more likely to be aware of YFC and to participate in developing the program. In large cities, mayors and school superintendents probably would not work together to develop a program serving one neighborhood.

E. HOW COULD YFC BE MODIFIED?

Our initial assessment of the implementation experiences of YFC programs suggests two modifications of the YFC concept. First, YFC programs could strive to create a more cohesive set of services for school-age youths in target areas by offering activities in learning centers to complement activities in schools. For example, centers could provide after-school programs that help middle school youths or high school youths with their homework, enrichment activities that help students learn about their cultures and the arts, and support services to help students deal with personal and social problems in ways that schools cannot. Learning centers could also develop linkages with schools so that youths who are in danger of dropping out or who have dropped out can be referred to the learning centers for assistance. For example, school counselors could refer students who are having trouble in school to YFC learning centers for help, or schools could send lists of recent dropouts to case managers at learning centers, who could contact students to offer their help. By working together, learning centers and schools could create tighter support systems in which few youths can slip through cracks and not be helped.

Second, the delineation of YFC target areas could be more flexible. This would remedy awkward situations in which centers are located outside areas or in which low-income youths who live outside the target area are drawn to the center but must be turned away. In addition, allowing larger areas is likely to help programs achieve a reasonable scale of operations. In fact, it may not be necessary to base eligibility for services on residence in a specific target area. Locating YFC centers in high-poverty areas and offering services for youths who lack sufficient education or training to obtain decent jobs will automatically target services to low-income, disadvantaged youths.

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APPENDIX A

CHARACTERISTICS OF YOUTH FAIR CHANCE TARGET AREAS

TABLE A.1

CHARACTERISTICS OF YOUTH FAIR CHANCE TARGET AREAS[a]

	Average for U.S.	All YFC Areas	Baltimore, MD	Bronx, NY	Cleveland, OH	Denver, CO	Douglas, AZ	Edinburg, TX	Ft. Worth, TX
Income and Poverty									
Family Median Income (Dollars)	35,225	17,362	16,153	13,002	16,761	17,235	18,573	21,343	17,224
Families Below Poverty (Percentages)	10	36	41	46	36	33	36	31	34
Households Receiving Public Assistance (Percentages)	8	25	37	42	26	20	19	19	18
Labor Force Participation (Percentages)									
Employed	61	46	42	39	45	49	41	52	46
Unemployed	4	8	9	9	8	8	9	7	9
Not in Labor Force	35	45	49	52	47	43	50	41	44
Proportion of 16- to 19-Year-Olds Not in School or Working	11	21	29	14	27	20	17	12	17
Education Attainment (Percentages)									
Not Completed High School	25	48	56	55	53	41	50	42	48
Completed High School Only	30	25	28	22	28	26	20	21	28
At Least Some College	46	25	15	22	19	33	30	38	22
Race/Ethnicity (Percentages)									
White	76	28	2	1	74	21	17	12	12
Black	12	35	96	26	6	50	1	0	74
Hispanic	9	31	0	73	15	26	81	87	14
Native American	1	0	0	0	1	1	0	0	0
Asian/Pacific Islander	3	5	1	0	3	1	0	0	0

TABLE A.1 *(continued)*

	Fresno, CA	Indianapolis, IN	Knox County, KY	Los Angeles, CA	Memphis, TN	New Haven, CT	Racine, WI	Seattle, WA
Income and Poverty								
Family Median Income (Dollars)	16,615	19,492	15,424	15,793	6,618	20,433	17,581	25,415
Families Below Poverty (Percentages)	39	25	35	37	69	34	33	23
Households Receiving Public Assistance (Percentage)	37	15	22	15	47	24	26	19
Labor Force Participation (Percentage)								
Employed	39	49	40	61	29	48	53	58
Unemployed	7	9	6	9	11	8	9	7
Not in Labor Force	55	42	55	30	60	44	38	35
Proportion of 16- to 19-Year-Olds Not in School or Working	26	21	28	22	30	14	17	16
Education Attainment (Percentage)								
Not Completed High School	58	49	51	73	57	38	43	31
Completed High School Only	20	31	28	13	27	31	28	29
At Least Some College	22	20	21	14	17	32	29	40
Race/Ethnicity (Percentage)								
White	23	33	99	5	3	21	34	58
Black	4	66	1	1	97	52	49	10
Hispanic	46	1	0	87	0	25	15	8
Native American	1	0	0	0	0	0	0	3
Asian/Pacific Islander	26	0	0	7	0	2	0	21

SOURCE: 1990 Census of Population and Housing.

*The Cherokee Nation is not included in the table. Numbers may not add to 100 percent due to rounding.

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APPENDIX B

CHARACTERISTICS OF YFC CENTERS

TABLE B.1

CHARACTERISTICS OF YFC CENTERS

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
Chance Center, Baltimore, MD					
East Baltimore Community Corporation	Case management	✓			✓
	Life skills class	✓			✓
	GED/ABE labs	✓			✓
	Building trades training	✓		✓	✓
	Cosmetology training	✓			✓
	Entrepreneurship training	✓			✓
	Computer training	✓			✓
	Job development/placement	✓			✓
	Drug testing			✓	
	Child care	✓			✓
	Recreation		✓		
YFC Center for Comprehensive Education and Employment, Bronx, NY					
Phipps Community Development Corporation	Case management	✓			✓
	Life skills	✓	✓		✓
	Basic skills instruction	✓	✓		✓
	Job preparation class	✓	✓		✓
	Building maintenance training	✓	✓		✓
	Customer service training	✓	✓	✓	✓
	Other employment training			✓	
	Counseling	✓			✓
	Child abuse services			✓	

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TABLE B.1 *(continued)*

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
Cherokee Community Learning Center, Cherokee, OK					
Cherokee Nation	Case management	✓			✓
	Cherokee language class	✓			✓
	Parent education			✓	
	Health			✓	
	Child care			✓	
Youth Empowerment Services Center, Denver, CO					
Mayor's Office of Employment and Training	Case management	✓	✓		✓
	Life skills	✓	✓		✓
	Basic skills	✓	✓		✓
	Job development/career awareness	✓	✓		✓
	Tech East job training classes	✓	✓		
	Preapprenticeship program	✓			
	Teen parent workshop	✓	✓		✓
	Outward Bound activities	✓	✓		
YFC Community Learning Center, Douglas, AZ					
Cochise Private Industry Council	Case management	✓			✓
	GED/ABE/ESL labs	✓			✓
	Job club	✓			✓
	Work experience	✓			✓
	Job finders workshop	✓			✓

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TABLE B 1 *(continued)*

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
Coordinated Service Center, Edinburg, TX					
Motivation, Education, and Training, Inc.	Case management	✓			✓
	Parenting class	✓			✓
	ESL, ABE, GED classes	✓			✓
	Literacy class	✓			✓
	Career prep center	✓			✓
Center for Continuing Education and Training, Fort Worth, TX					
City of Fort Worth, Working Connection	Case management	✓			✓
	GED preparation	✓	✓		✓
	CBHSD program	✓	✓		✓
	Clerical office professional training program	✓	✓		✓
	Printing training program	✓	✓		✓
	Job development	✓			✓
YFC Center, Fresno, CA					
Fresno Unified School District	GED and ABE classes			✓	
	ESL class	✓		✓	✓
	Restart alternative school	✓		✓	
	Computer lab	✓			✓
	Job preparation	✓			✓
	Employment training		✓	✓	✓
	Job development/placement	✓	✓		✓
	Counseling		✓		✓
	Recreation room	✓			✓
	Recreational activities		✓		

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TABLE B.1 *(continued)*

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
Youth Fair Chance Center, Indianapolis, IN					
Opportunities Indiana	Case management	✓			✓
	ABE/GED classes				
	Scholarship and tuition assistance	✓			✓
	Child care assistance	✓			✓
	Transportation assistance	✓			✓
	Assistance with work-related expenses	✓			✓
	Occupational training				
	Job placement and retention services	✓			✓
The Learning Center, Knox County, KY					
Kentucky Communities Economic Development Opportunities Council	Case management	✓			✓
	Life skills	✓		✓	✓
	GED	✓			✓
	Auto mechanics class		✓		✓
	Computer class		✓		✓
	Job development/placement	✓			✓
	Transportation				✓
	Child care		✓		✓
	Recreation		✓	✓	
YFC Center, Los Angeles, CA					
Community Development Dept.	Case management	✓	✓		✓
	Life skills workshops	✓	✓		✓
	Moving On Up	✓	✓		✓
	Teen Lead	✓	✓		✓
	Alternative school	✓		✓	
	Job preparation workshop	✓	✓		✓

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TABLE B.1 *(continued)*

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
	YouthBuild	✓		✓	
	Employment training			✓	
	Youth employment opportunity program	✓		✓	
	Jeopardy/gang prevention/gang intervention	✓	✓	✓	
	Support groups	✓	✓		✓
	Sports league		✓		✓
Youth Fair Chance Center, Memphis, TN					
YFC Community Resource Board	Case management	✓			✓
	Empowerment class				✓
	GED classes	✓		✓	✓
	Cosmetology			✓	
	Carpentry			✓	
	10-key training			✓	
	Recreation	✓			
Youth Fair Chance Center, New Haven, CT					
YFC Management Committee	Case management	✓			✓
	After school mentoring and tutoring		✓		✓
	Transitional academy (dropout retrieval)	✓	✓	✓	
	Computer lab	✓			✓
	Summer work experience			✓	
	Job training	✓	✓	✓	
	Job placement	✓	✓		✓
	Health workshop	✓	✓		✓
	Child care	✓	✓	✓	

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TABLE B 1 *(continued)*

Sponsoring Agency	Services	Selected Characteristics of Service Delivery			
		Service Provided at the Center[a]	Service Provided Under Subcontract to YFC	Service Funded from Other Sources[b]	Service Provided Only to YFC-Eligible Youths
	Youth leadership development programs	✓	✓		✓
	Visual and performance art programs	✓	✓	✓	✓
	Roller skating activities		✓		✓
	Recreational room	✓			
YFC Center, Racine, WI					
Dept. of Human Services	Case management	✓			✓
	Quantum Opportunities		✓		✓
	Learning center	✓			✓
	Summer training and employment program		✓		✓
	Short-term skills training		✓		✓
	Preapprenticeship carpentry		✓		✓
	Main Gallery (arts program)		✓		
	Youthful Inroads (music instruction)		✓		✓
	REACH (recreation)		✓		✓
	Breakaway (midnight basketball)		✓		✓
YFC Community Career Center, Seattle, WA					
Southwest Youth and Family Services, Inc.	Case management	✓	✓	✓	
	GED	✓			✓
	Tutoring	✓		✓	✓
	ESL	✓			✓
	High school reentry	✓			✓
	Career development/job development	✓			✓
	Work experience				✓

[a] Some services are also provided off-site in addition to being provided at the YFC center.

[b] Some services are funded by a combination of YFC grant money and other sources, not strictly from other sources.

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APPENDIX C

PROGRAM PROFILES

PROGRAM PROFILE: BALTIMORE, MARYLAND

BASIC INFORMATION

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KEY COLLABORATORS: Office of Employment Development, East Baltimore Community Corporation, and Baltimore City Schools

PROGRAM CHARACTERISTICS

The Target Area

The East Monument Street area encompasses approximately one square mile of Baltimore city and includes Johns Hopkins Hospital and Medical School. The area has a population of nearly 47,000, 44 percent of which is under age 24. Ninety-four percent of the population is African American, and 43 percent lives below the poverty level. The police department has described the area as the most violent square mile in Baltimore.

Healthy Start, drug-free zones, and community-based hubs (which attempt to consolidate certain social services) are some of the local initiatives in this area that predate YFC. Baltimore also received a Youth Opportunities Unlimited grant to provide services in the West Baltimore (Sandtown/Winchester neighborhood) area. More recently, a large portion of Baltimore--including much of the YFC target area--has been designated a federal Empowerment Zone. Consequently, local employers are eligible for a tax credit when they hire Empowerment Zone residents. Baltimore will also support a number of employment and training programs with Empowerment Zone funds.

Governance

The Office of Employment Development (OED) administers the overall Baltimore YFC program and has direct responsibility for implementing the in-school component of the program. The East Baltimore Community Corporation, a nonprofit organization serving East Baltimore, runs the out-of-school YFC program under contract with OED. Established in 1969, the East Baltimore Community Corporation is run by representatives from the community and local employers.

In 1995, the mayor formed the YFC Executive Policy Advisory Committee. Although the committee has not played a significant role in shaping YFC, it has monitored the major components and has developed some ideas for sustaining the initiative. The committee has formed subcommittees to deal with specific issues.

Out-of-School Component

"The Chance," the YFC out-of-school program, includes education, employment and training, life skills classes, and case management. About two-thirds of the clients enrolled in mid-1996 were participating in education-related activities, while the other third were participating in an occupational skills class (few participated in both kinds of classes).

The new Chance Center is expected to open in December 1996 when the rehabilitation of East Baltimore Community Corporation's new building should be completed. During 1995 and the first half of 1996, most of the out-of-school activities took place in East Baltimore Community Corporation's old office. In August 1996 the lease on East Baltimore Community Corporation's old office expired so the program was temporarily housed in Dunbar High School and various other facilities in the community.

1. *Case Management*

Participants entering the program receive two weeks of orientation and assessment. Case managers meet periodically with individual participants to evaluate their needs. When appropriate, participants are referred to social service programs (for example, substance abuse screening and counseling programs) administered by East Baltimore Community Corporation or to services provided by other organizations (such as child care, subsidized housing, and protective services).

2. *Education*

The Chance offers participants several educational classes. Depending on their TABE score and whether they have a high school diploma, participants are assigned to literacy, pre-GED, or GED classes.

3. *Employment and Training*

YFC youths have access to four training programs operated by the East Baltimore Community Corporation. Participants can enter a yearlong building trades class or a six-month cosmetology program. Both programs combine classroom instruction with some work experience. Any participant can enter the six-month computer training program. Finally, YFC youths can receive training in entrepreneurship.

YFC youths are also provided with job placement services. Following the completion of the GED exam, program participants can take a four-week intensive work skills and job development workshop that covers work readiness issues. Some students in the occupational training programs have been placed in paid work experience, including construction work on the rehabilitation of the new Learning Center. The Hopkins Medical Center has hired a few graduates of the computer skills class.

4. *Recreation*

Recreational programs are run out of the Baltimore Department of Recreation's Chick Webb Recreation Center, which is adjacent to the East Baltimore Community Corporation office.

5. *Support Services*

YFC youths are required to attend a 90-minute life skills workshop, offered four times a week. The workshop focuses on personal hygiene, budgeting techniques, and parenting issues. The center also has an emergency child care center.

In-School Component

Baltimore is using most of its YFC in-school funding to support "Commonwealth," the citywide school-to-work effort initiated in 1988. Commonwealth activities, which are jointly managed by the Office of Employment Development and the Baltimore Public Schools, target students in the 9th through 12th grades. The YFC in-school initiative focused on two high schools, Dunbar and Patterson (a third high school, Southern, received some support during the 1995-1996 school year), and five middle schools: Dunbar, Lombard, Canton, Thurgood Marshall, and Highlandtown.

1. *Curriculum and Staff Development*

YFC has enhanced the existing curriculum by purchasing a dental and emergency medical technician lab for Dunbar and automotive repair, computer graphics, and manufacturing equipment for Patterson.

2. *Career Development*

The program provides opportunities for youths in the middle schools to participate in several career development programs. One program, CollegeBound, is a college awareness and preparation program operated by a private nonprofit organization and open to seventh- and eighth-grade students at several middle schools. In addition to workshops, the students also go on field trips to high schools and colleges. Also available to middle school students are an after-school Living Classroom program (which provides diverse learning opportunities to students as they build a boat) and a Youth Entrepreneurship program.

High school students have access to Commonwealth career awareness activities which include job shadowing, industry tours, and a weekly Career Club that focuses on life skills, communication skills, socialization skills, employability skills, and career awareness.

3. *Work Experience*

Commonwealth offers several work experience activities to students in grades 10 to 12. Students in the program receive an after-school work experience that relates to their career interest. Students' wages are usually covered by YFC during the first 150 hours on the job, a period during which most students are receiving on-the-job training. If a student stays with an employer after this on-the-job training period, the employer must pay the student's wages. In addition, both schools offer the project-based Youth Entrepreneur Academy, where students learn the skills needed to operate a small business.

In addition to paying students' wages, YFC has covered the costs of the staff members who place and monitor students in work sites and who provide instruction in the "Career Club" classes.

4. *Postsecondary Linkages*

Some of the classes in Dunbar and Patterson offer credits in local colleges. In addition, students who successfully complete the Youth Entrepreneur Academy's requirements receive four continuing education units from the Baltimore City Community College.

5. *Student Support Services*

Commonwealth supports a peer support and life skills class for students who are pregnant or have children. To facilitate transition to high school, Commonwealth has a student mentoring program that matches 8th graders with 10th or 11th graders.

PROGRAM PROFILE: BRONX, NEW YORK

BASIC INFORMATION

CONTACT PERSON:

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KEY COLLABORATORS: Phipps Community Development Corporation, South Bronx Overall Economic Development Corporation, New York City Department of Employment, and Board of Education

PROGRAM CHARACTERISTICS

The Target Area

The 27-block West Farms community in the South Bronx has about 14,000 residents, 72 percent of whom are Hispanic, 27.5 percent African American, and .5 percent white. The Bronx has the highest poverty rate and lowest average household income of any of the five boroughs of New York City (largely because of the poverty that exists in the South Bronx). Nearly two-thirds of families are below poverty. Three-quarters of the students in local schools are eligible for free lunch. Only 38 percent of West Farms residents age 16 and older were employed in 1990.

Overall job growth in the Bronx during the last eight years has compared favorably to that of New York City as a whole. The largest job growth in the Bronx, however, occurred in the health and social service industries, sectors which are expected to contract. Employment in most traditional blue collar sectors--including manufacturing, construction, and building trades--has been declining for some time.

Governance

The Phipps Community Development Corporation (Phipps) is the lead operating agency for YFC, and the New York City Department of Employment--the SDA for the city--is the grantee. Phipps is a subsidiary of Phipps Houses, a philanthropic organization created at the turn of the century which has become one of the largest not-for-profit developers and managers of low- and moderate-income housing in the United States.

Phipps initially contracted with the South Bronx Overall Economic Development Corporation (SOBRO), another local nonprofit organization, to run the YFC out-of-school program. Although Phipps took over the administration of a portion of the YFC out-of-school program in January 1996, SOBRO continues to operate one of the occupational training components under a JTPA subcontract with Phipps. Since YFC's inception, Phipps' staff members have been directly responsible for implementing the in-school component and providing case management services to both in-school and out-of-school participants. The case managers and in-school instructors are Phipps employees.

The YFC Community Advisory Board, which includes local residents and representatives from schools and community-based organizations, has not played a major role in shaping the initiative. It is, however, exploring ways to sustain the program and enhance the program's outreach efforts.

Out-of-School Component

The Bronx YFC out-of-school program focuses on employment and training activities to which the education and other activities are linked. The program offers both short-term and long-term training classes and provides reference to vocational and educational programs.

1. *Case Management*

Case managers contact all clients periodically to assess their needs and determine whether it is appropriate to refer them to other services such as child care, drug abuse counseling, or services for victims of neglect or abuse. In order to achieve systemic change, the program has also started embracing the families of participants. The outreach to family members is primarily employment and training oriented.

2. *Education*

The Bronx YFC out-of-school program sponsors on-site basic skills class. The class was initially part of a structured five- to eight-month skills training program. In addition, YFC and Board of Education staff members teach an open-ended GED preparation class.

3. *Employment and Training*

Initially, most out-of-school participants enrolled in an intensive five- to eight-month program that combined occupational skills training (in either building maintenance or customer service), a work readiness class, basic skills instruction, and a subsidized work experience in a job related to the participants' skills training program. The out-of-school program has since shifted to shorter job readiness classes, augmented by other optional short classes on subjects such as word processing and entrepreneurship. Using Title II-A funds, JTPA-eligible adult Bronx residents are still able to access the customer service skills training program.

4. *Recreation*

In conjunction with Phipps' after-school program, YFC students engage in a wide range of recreational activities, such as sports, art classes, and environmental-awareness activities.

5. *Support Services*

(See Case Management.)

In-School Component

The YFC program operates in two schools: Roosevelt High School and Intermediate School (IS) 200 (for eighth graders). In Roosevelt, a large high school with a high dropout rate, a "Career and Technology Academy" was planned and implemented at one of the school's 12 houses. Although the YFC Middle School program serves eighth graders in several local middle schools, its efforts are concentrated in IS200, the school that houses the YFC administrative staff. IS200 eighth graders participate in the Career Awareness Program modeled after the Chelsea Bank program developed by Classroom, Inc.

1. *Curriculum and Staff Development*

At Roosevelt High School's Career and Technology Academy, YFC uses the "Learning Standards for Career Development," designed and approved by the New York State Education Department. This curriculum emphasizes SCANS skills, career orientation, and career planning. The Academy's block scheduling enables Roosevelt teachers and YFC staff to collaborate on curriculum development. Staff development has focused on school-to-careers, cooperative learning, and project-based programming and management.

2. *Career Development*

Students in the YFC program at IS200 and Roosevelt High School take a work readiness class. The focus of the class is to introduce students to different careers, to the "world of work," and to the application of academic skills. Representatives of the occupation or business being studied visit the class. Students also go on field trips to businesses and colleges.

3. *Work Experience*

Students who regularly attend school are eligible to participate in an after-school internship. During the 1995-1996 school year, about 42 (60 percent) students in Roosevelt's YFC House participated in an internship. YFC paid the students' wages. St. Barnabas, Workmans Circle, and Jacobi Hospitals accounted for about half of student placements. Other placements were in business, maintenance, arts administration, and ecology.

4. *Postsecondary Linkages*

A relationship has been established with the Bronx Community College to help students negotiate application procedures and decision processes. YFC also works with Aspira, a college placement organization, to help prospective college students complete financial aid applications.

5. *Student Support Services*

The in-school case managers provide guidance and service referrals to both the high school and middle school students. The case managers stay in regular contact with the students, their teachers, and, as necessary, parents. To provide youth with a safe place to socialize on Friday nights, YFC is also providing space for a Teen Lounge at IS200.

Some middle school students also participate in Phipps' after-school program. It includes life skills training, conflict resolution workshops, help with completing homework, and computer-assisted instruction on teamwork and decision-making skills. High school students participate in after-school activities such as computer literacy, homework help, and job readiness classes.

PROGRAM PROFILE: CHEROKEE NATION, OKLAHOMA

BASIC INFORMATION

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KEY COLLABORATORS: Cherokee Nation, Stilwell School System, and Sequoyah Boarding School

PROGRAM CHARACTERISTICS

The Target Area

The Cherokee Nation encompasses all or parts of 14 counties and covers over 9,000 square miles in northeast Oklahoma. The populations in these counties range from 7 percent Native American to more than 43 percent Native American. There are 16,222 Native American youths between the ages of 15 and 29 residing in the Nation. The project focuses primarily on those living in Adair, Cherokee, Delaware, and Sequoyah Counties; less extensive services are provided to the entire youth population.

Unemployment rates in the Nation's counties range from 6.7 percent (Nowata) to 21.9 percent (Wagoner) due to the area being extremely rural with limited industry and employment opportunities. At least 18 percent of the population lives below the poverty line, with some counties at approximately double that figure. The Cherokee Nation; the public school system, including Northeastern University in Tahlequah; local government; and the medical field are the major employers in the area. The Nation is the major provider of social, educational, vocational, employment, and youth programs to Native Americans. The area has no public transportation system.

The area is a tribal jurisdiction service area, not a reservation. Since February 1990, the Cherokee Nation has had a tribal self-governance agreement with the U.S. government. In that capacity, it operates services for Indians who reside in their tribal jurisdiction service area, including those contracted with the Bureau of Indian Affairs (BIA) such as general assistance, a burial program, and a boarding school; and those contracted directly with the federal government such as JTPA; Indian Child Welfare; Women, Infants, and Children (WIC); Head Start; Even Start; and YFC.

Governance

The Cherokee Nation is the grant recipient and administrative entity for the YFC program. A Community Advisory Council has been established and has conducted a community needs assessment survey, developed service plans based on the results of the needs assessment, elected a youth and community member to the council, and gotten the six subcommittees underway.

Out-of-School Component

Although problems with contracts and construction have delayed the opening of the Community Learning Center in Stilwell, the program has been providing area youth with case management and education services. The program also operates a Mobile Learning Unit that primarily targets Adair County.

1. *Case Management*

The case managers work with both in-school and out-of-school youth and are responsible for outreach, intake, and assessment. Youths in need of services not offered by YFC are referred to other Cherokee Nation programs. The case managers also help school academic counselors match students in the Job Guarantee Program to employers and follow up with the employer and students. They also accompany the Mobile Learning Unit.

2. *Education*

YFC operates a Mobile Learning Unit and a Cherokee language class at the YFC center. The Cherokee language class has an enrollment of 20 youths and adults. The Mobile Learning Unit, which began operating in January 1996, is equipped with eight computers loaded with education and employment-related software. The mobile unit mostly serves students in the region's elementary schools, but does not visit most schools more than twice a month.

3. *Employment and Training*

The mobile unit has a computer loaded with software that provides information on job skills and resume development. Youths seeking employment and training are referred by the YFC case managers to other Cherokee Nation programs or to job developers.

4. *Recreation*

Not addressed at this time.

5. *Support Services*

Not addressed at this time.

In-School Component

The YFC in-school program has focused on Stilwell High School (a public school) and Sequoyah High School (an Indian boarding high school in Tahlequah) and their feeder elementary schools. YFC has enabled the schools to provide an enhanced school-to-work (STW) program by providing resources for academic counselors, special events, and subsidies for the work experience program.

1. *Curriculum and Staff Development*

Planning for the STW curricula took place around the time YFC was being implemented and YFC has enabled the schools to enhance their STW curriculum. Sequoyah High School has integrated its STW plans with its Goals 2000 school reform plan and tied these activities to the curricula in career exploration, job preparedness, and an introduction to business technology course. Stilwell High School has developed a curriculum with 13 occupational clusters, augmented by linkages with the local vo-tech. YFC has recently submitted an STW proposal to the Oklahoma Department of Education.

2. *Career Development*

Sequoyah has focused on assessing and counseling students and helping them develop a four-year portfolio of their academic and work-related experience. School counselors and the YFC academic counselor provide career counseling. The school has hosted a Career Day.

3. *Work Experience*

The Job Guarantee Program provides work experience to youths ages 16 to 19. Youths have been placed in entry-level, service- or retail-oriented positions. The program is being used as an incentive for youths to stay in school and continue their post-high school education. In-school youths may continue in the program as long as they maintain at least a C average, have an average attendance rate of at least 90 percent, and are between the ages of 16 and 19. Mainly 11th- and 12th-grade students participate in the Job Guarantee Program.

4. *Postsecondary Linkages*

Not addressed at this time.

5. *Student Support Services*

The academic counselors are the major point of contact between students and faculty and the YFC staff and programs. The academic counselors recruit and coordinate the visits of incoming ninth graders from the feeder schools to Stilwell's 8-9 Transition Program, a dropout prevention program. In addition, the academic counselors provide case management, assessment, and referral services for at-risk youth in the Job Guarantee Program at both high schools.

PROGRAM PROFILE: CLEVELAND, OHIO

BASIC INFORMATION

CONTACT PERSON:	Joseph Ippolito Youth Opportunities Unlimited, Inc. 200 East Ninth St. Cleveland, OH 44115 (216) 816-5888
KEY COLLABORATORS:	Youth Opportunities Unlimited, Inc., City of Cleveland, Cleveland Public Schools, Education Development Center, and Schools as Neighborhood Resources

PROGRAM CHARACTERISTICS

The Target Area

The Cleveland YFC target area is Detroit Shoreway-Cudell (24,216 residents) on the near west side of the center city. Detroit Shoreway-Cudell is a working class neighborhood and, because of a declining manufacturing base, is considered to be an area of emerging poverty. The area is predominantly white and Hispanic and has a 38 percent poverty rate.

Governance

The YFC program in Cleveland is a collaboration involving Youth Opportunities Unlimited (YOU), a local not-for-profit organization focusing on youth employment issues, the Cleveland Public Schools district, and the Education Development Center, a not-for-profit education technical assistance organization headquartered in Massachusetts.

Cleveland SDA is the grant recipient. YOU, the primary contractor, subcontracts to the Cleveland Public School System, the Education Development Center, and Schools as Neighborhood Resources (a separate entity from the public school system). Schools as Neighborhood Resources provides evening recreational activities for youths in the target area. The community advisory board, which consists mostly of agency staff members who live or work in the target area, meets monthly to provide information and guidance and to help YOU pull together resources.

Out-of-School Component

A year and a half into the grant program, the Cleveland YFC program modified its out-of-school youth center plan. The redesigned plan modifies and extends YFC's existing school-to-work program to address the needs of the out-of-school youth. The plan augments academic and advanced manufacturing skills instruction with case management, career counseling, and linkages to supportive services. The center is located in an annex of Max Hayes Vocational High School.

1. *Case Management*

   The program will offer case management services.

2. *Education*

   The program will offer basic skills and GED classes.

3. *Employment and Training*

   The program will offer 18 weeks of training in advanced manufacturing skills. It will also provide career counseling and job placement services.

4. *Recreation*

   Schools as Neighborhood Resources provides evening recreational activities for target-area youths four nights a week at Max Hayes Vocational High School. Thus far, 225 youth have participated in the recreational activities.

5. *Support Services*

   The program will link youth to supportive services.

In-School Component

YFC funds are used to support Project SMART (School of Manufacturing and Automotive Related Technologies), a collaboration of YOU, the school district, and the local manufacturing community. Project SMART is designed to strengthen the link between high school education and the workplace.

The YFC program was initially planned for West Tech High School, a school that drew many of its students from the Detroit Shoreway-Cudell neighborhood. West Tech was closed, however, at the end of the 1994-1995 school year, so the program moved to Max Hayes Vocational High School.

1. *Curriculum Development*

   The Project SMART curriculum integrates industry standards for workers into high school academic instruction. Operating as a school-within-a-school for about 200 participants, Project SMART blocks students together when they enter the ninth grade and, to the extent possible, keeps them with the same teachers for their four years of high school (if feasible, the teachers move with the students from grade to grade). Courses are interthematic, with themes developed from experiences with employers (field trips, talks, and job shadowing) and from skill standards developed by the Education Development Center with extensive employer participation. A network of manufacturing firms is collaborating with the program to refine the skill standards and to serve as hosts for field trips, job shadowing, and internships. Teachers visit employers during field trips and a "technology advisor" is on staff to answer questions from teachers about technology and to help interactions with employers. Staff from local postsecondary institutions worked with YFC and secondary school staff on the curriculum. YFC funds help support a full-time instructional specialist to assist and advise Project SMART faculty.

2. *Career Development*

YFC funds two career coordinators who prepare students for work-based learning experiences, which include field trips, one-day job shadowing, and paid and unpaid internships. The coordinators teach students life and employability skills. They also work individually with students to help them identify careers that align with their interests. "Planting the Seed," which is staffed by a YFC-funded employee, provides middle school students with employability skills training and an introduction to manufacturing technology.

3. *Work Experience*

The typical sequence of the students' work experience is field trips in the 9th grade, job shadowing in the 10th grade, a nine-week work-based experience in the 11th grade, and an internship experience in the 12th grade. To qualify for the work experience component, students must have good grades, attendance, and behavior, and they must be recommended by faculty. In addition, they must have done well in Ohio's proficiency test. Employers are asked to evaluate their students' technical skills and work behavior.

The career counselors and an employee liaison coordinate all interactions between employers and educators.

4. *Postsecondary Linkages*

Postsecondary institutions were involved in the development and implementation of Project SMART's curriculum. They also provide summer academics. Several work-based learning activities take place at Cleveland State University's Advance Manufacturing Center.

5. *Student Support Services*

YFC's career counselors work year-round with students. They follow up on students with attendance and academic problems. Students needing remedial education can access YFC-funded summer academics taught by instructors from local postsecondary institutions. They work with parents to get them more involved in their child's education and to help them set academic goals for their child. The counselors also help students deal with personal problems.

YFC also operates a Quantum Opportunity Program which provides intensive dropout prevention services to 20 at-risk students.

PROGRAM PROFILE: DENVER, COLORADO

BASIC INFORMATION

CONTACT PERSON:

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KEY COLLABORATORS:

Mayor's Office of Employment and Training, Denver Public Schools, Community College of Denver/Technical Education Centers

PROGRAM CHARACTERISTICS

The Target Area

The YFC target area is seven contiguous neighborhoods in northeast Denver (City Park, West Clayton, Five Points, North Capitol Hill, Skyland, and Whittier). It is Denver's oldest residential area. The target area is 49 percent African American, 27 percent Hispanic, 21 percent white, and 3 percent Indian, Asian, and other. The overall poverty rate is 40 percent, ranging from 28 to 50 percent in the seven neighborhoods. Crime, teenage pregnancy, and school dropout rates are also high.

The target area has eight elementary schools, one middle school, one high school, and two Technical Education Centers of the Community College of Denver. Manual High School, located in the target area, is one of the two high schools housing the school-to-work (STW) program. The other, East High School, is located just outside the target area.

Governance

The YFC program in Denver, Colorado, is a collaboration involving the Mayor's Office of Employment and Training, the Community College of Denver, Denver Public Schools, and the Public Education and Business Alliance. The Mayor's Office of Employment and Training administers the program, and the community college and the school district provide services for the program.

The community advisory board provides ideas and guidance to the program. Originally consisting of a large proportion of agency staff, the advisory board was reconfigured to include a mix of community residents and representatives of local service providers, many of whom live in the target area.

Out-of-School Component

The Denver YFC out-of-school program operates from its Youth Empowerment Services Center, which is in the same place as one of the three Technical Education Centers of the Community College of Denver. The center is in a large industrial building in the Five Points neighborhood. The assortment of services offered at the Youth Empowerment Services Center includes assessment, orientation, case management, education programs, teen parent workshops, employment and training programs, job search workshops, job placement services, child care and transportation assistance, and recreation programs.

1. *Case Management*

Case managers assess the participants' needs in an interview at intake and refer them to the appropriate service providers. The case managers are also responsible for following up with participants who fail to show up for their scheduled activities.

2. *Education*

A range of educational programs are offered at the Youth Empowerment Services Center. In the mornings and afternoons, basic skills classes are offered. The center has an extensive computer lab. Other educational services include GED preparation and English as a Second Language classes. YFC also offers a life skills course taught at a local community organization. Financial planning workshops are held at the center, while the Rites of Passage leadership training program and the recreation/ outward bound activities are held elsewhere.

3. *Employment and Training*

YFC youths have access to the Community College of Denver's job training programs, some of which are located in the center. These certificate training programs can be completed in eight months or less. The college grants credits for all courses successfully completed as part of the training program; these credits can be applied to an associate degree. Programs offered at the center include Allied Health, Personal Computers Specialist, and Customer Services/Travel and Tourism.

Participants take a one-week career exploration workshop after orientation. In the workshop, the participants complete an interest inventory and develop a career plan. Each month, the program takes participants on field trips to local employers. The program also offers job clubs and job search workshops. One of the case managers develops jobs with local employers.

4. *Recreation*

Most recreational activities take place outside the center, except for an aerobics class taught by a YFC staff member. YFC contracted with Outward Bound to provide recreational activities for youths.

5. *Support Services*

The Denver YFC program offers several parenting workshops. A YFC case manager conducts a 14-week parenting workshop and another 14-week prenatal and infant care workshop. In addition, the program has contracted with Planned Parenthood to provide services.

YFC provides transportation and child care subsidies to participants. YFC also provides youths with transportation to an area recreation facility.

In-School Component

The school-to-work (STW) program operates mostly at Manual High School, located in the target area. The program begins with study skills and career awareness instruction for ninth graders, which includes career modules in health, technology, and business. These are followed by integrated academics in the 10th grade, an applied job training course that includes job rotations in the 11th grade, and work experience and internships in the 12th grade.

1. *Curriculum Development*

A team of teachers works with local businesses and the Community College of Denver to integrate the school's academic curriculum and skills employers look for in people they hire. The Public Education and Business Coalition, a not-for-profit organization focused on creating better links between school and work, is developing "career modules" that give classroom teachers examples of how workers use skills in different settings.

2. *Career Development*

Students who are interested in the STW program take a Career Awareness class and a Community of Caring class in the ninth grade. Both classes are nine weeks long. In addition, YFC students take a life-skills-type class, L.I.F.E., developed by academic and vocational teachers. The class is team taught and provides students with the choice of academic or vocational credit.

3. *Work Experience*

The STW staff, assisted by the Public Education and Business Alliance, has recruited employers to provide job shadowing and internships. Students are evaluated by employers and receive credits for their workplace experiences.

4. *Postsecondary Linkages*

With the assistance of the Community College of Denver, teachers are writing an integrated curriculum for Medical Technology I and II. These classes will be articulated so that students completing them will receive high school and college credits.

5. *Student Support Services*

YFC students are assigned to case managers who assess their needs and, if problems are identified, refer them to the program's social worker or other service providers. The program uses an information system to track students' progress through the program. Mentors, who are identified by the Public Education and Business Coalition, are also available to work with students.

PROGRAM PROFILE: DOUGLAS, ARIZONA

BASIC INFORMATION

CONTACT PERSON:	Vada Phelps Executive Director Cochise Private Industry Council, Inc. 77 Calle Portal, Suite 220C Sierra Vista, AZ 85635 (602) 458-4200
KEY COLLABORATORS:	Cochise Private Industry Council, Inc., Douglas Unified School District #27, City of Douglas

PROGRAM CHARACTERISTICS

The Target Area

Douglas and the surrounding rural area, which comprise the target area, are located in Cochise County in the southeastern corner of Arizona; the area is 118 miles from Tucson and borders Mexico. Douglas' neighboring city is Aqua Prieta in Mexico; the two cities are separated by a chain link fence. Immigration from Mexico has resulted in 84 percent of Douglas' 17,000 residents being Hispanic and 60 percent of the student population being Limited English Proficient. About 40 percent of all families live in poverty. Unemployment in the area increased after a large employer, Phelps Dodge Corporation, closed its copper smelter in 1987. Douglas' economy, which is closely tied to the Mexican economy, has also suffered from the recent devaluation of the Mexican peso.

To improve the Douglas school system, a $14 million bond referendum was recently passed. The Douglas Unified School District consists of seven elementary schools, two junior high schools, and one high school. Cochise College, a comprehensive community college, is located nine miles outside of town, but no public transportation to the college is available.

Governance

The Cochise Private Industry Council (PIC) is the lead agency for the YFC program in Douglas. The PIC is also responsible for the out-of-school component and contracts with the school district and the city to operate the in-school and recreation components.

The Douglas YFC program operates under the guidance of a three-member management team made up of the city manager, the school superintendent, and the executive director of the PIC, all of whom report to their respective boards. Because of its role as the grant fiscal agent, both the city and school heads defer to the executive director of the PIC in case of a conflict. The city council and the school board have approved the intergovernmental agreement among the three entities.

Two groups help the management team. First, an advisory board made up of business representatives, school staff, and other community members, including parents and students, meets periodically to make recommendations to the program. In the beginning, the advisory board also took a role in moving the program along and raising key implementation issues. By the second year of the program the board functioned largely as a sounding board for program staff. Second, a program team of the day-to-day managers of the three components meets weekly to discuss routine issues and to draft reports to the management team. A project coordinator (who also manages the city's recreation program) acts as a liaison between the program and management teams.

Out-of-School Component

The out-of-school component builds on a GED computer lab the PIC started a year before receiving the YFC grant. The PIC used grant funds to expand the center to include labs in adult basic education and English as a Second Language (ESL). The center, which is located down the road from the high school, also houses intake workers, case managers, and a community liaison. The case managers have assumed the duties of the job developer who left for another job opportunity.

1. *Case Management*

The case managers work with the youth to develop a service plan and to identify and overcome potential barriers that might prevent them from completing the program. The case managers update the service plan at least every 45 days and follow up with the youth after they leave the program.

2. *Education*

The YFC center offers GED, Adult Basic Education, and ESL classes. The ESL class is for youths whose first language is Spanish and who cannot read and/or speak English.

The PIC has received a charter from the state to run its own diploma-awarding high school in Douglas beginning in fall 1996. The charter school will be run out of the same facility as the center, thereby allowing out-of-school youths to choose whether to get their GED or diploma. The school will share the center's resources, specifically the computer labs.

3. *Employment and Training*

Youths who are enrolled in the program's education classes take a preemployment work maturity skills class. Youths who are work-ready--meaning they have a diploma or GED and are prepared for the workplace--are placed in the Job Finders workshop. The two-and-a-half day workshop is offered every three to four weeks. The workshop covers employer expectations, self-identification of skills, job finding secrets, resume writing, completion of job applications, telephone skills, and job interviews. After completing the Job Finders workshop, the youths enter the program's Job Club, which connects them with a networking group while they look for work.

The program also provides youths enrolled in the classes and workshops with work experience opportunities. For six weeks the program will cover a youth's minimum wage salary for 10 to 12 hours per week. The program has also sponsored at least four work-based learning projects.

4. *Recreation*

The city of Douglas is responsible for providing recreational activities to YFC participants.. The city has hired an activities manager and an assistant manager to set up and coordinate the different activities. The recreation program has provided a lot of activities to the community, including in-line skating, aerobics, drama activities, weight training, and arts and crafts.

5. *Support Services*

YFC purchased two vans to provide youth transportation. One van will be used by the center and the other by the recreation program. YFC staff members use the vans to transport YFC participants (many of whom have never left Douglas) to Tucson and other areas of cultural interest, as well as to areas within the YFC community.

In-School Component

The in-school component has three distinct programs: (1) a career awareness program for middle school students, (2) an alternative school for students who were not succeeding in regular school or who had dropped out of school, and (3) a high school program that includes work experiences and career clusters.

1. *Curriculum and Staff Development*

The schools are working on developing a continuous curriculum from grades 6 through 14. The process is being done department by department. The first department to begin coordinating instruction is the English department. In addition, efforts have started to integrate academic and vocational education. In preparation for the curriculum changes, the faculty department heads have received training in new teaching assessment procedures.

The high school is also planning to restructure itself around career clusters. The plan is to have every incoming freshman chose a major from one of the four career clusters--technology, hotel skills and management, business, and health. Juniors and seniors will take vocational classes in their major.

2. *Career Development*

The district's middle school initiative provides career awareness instruction in the two middle schools in Douglas. In the sixth grade, upper-level students take a nine-week course on study skills. Other students remain in their regular classes to further improve their academic skills. All seventh and eighth graders participate in a year-long career awareness class. The seventh- and eighth-grade classes consist of four nine-week sessions on career exploration, shop, home economics, and art. The seventh-grade classes are introductions to these areas and the eighth grade classes cover them in more detail.

The high school is offering a World of Work class. The class is primarily for students who need to improve their reading skills, but the class also incorporates job readiness and life skills instructions. Freshmen (and sophomores who could not fit it into their ninth grade course schedule) will participate in a year-long course to further explore the career clusters introduced in the middle school program.

3. *Work Experience*

The YFC in-school program provides work experiences for interested high school students. Students work about 10 hours a week for six weeks in the job placements. To remain at the worksite, students are required to adhere to certain educational and behavioral standards.

Students attending the alternative high school have fewer outside work experience opportunities because the school faculty members believe that they need to spend more time preparing for work. Instead, students at the alternative school are given opportunities to work at the school.

4. *Postsecondary Linkages*

Cochise College is the grant coordinator for a STW grant that Cochise County received from the state. Through this grant every high school, including the charter schools, are linked via the Internet.

5. *Student Support Services*

The alternative school counselor meets with students individually and in groups.

PROGRAM PROFILE: EDINBURG, TEXAS

BASIC INFORMATION

CONTACT PERSON:
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KEY COLLABORATORS: Motivation Education and Training, Inc., City of Edinburg, Edinburg Consolidated Independent School District, the University of Texas-Pan American, Tech-Prep Consortium

PROGRAM CHARACTERISTICS

The Target Area

Edinburg, a Texas town of more than 33,000, is located near the Mexican border. More than half of its population lives in poverty, many of them migrant and seasonal farmworkers. Hidalgo County, in which Edinburg is located, has the largest concentration of migrant and seasonal farmworkers in the state and the second largest in the country (Fresno County, California has the largest concentration). Despite its poverty, Edinburg has a growing economy based primarily on agriculture and education.

Governance

Motivation Education and Training, Inc., (MET), the statewide provider of the JTPA 402 program services for migrant and seasonal farmworkers, administers the YFC program. MET's headquarters, located in Cleveland, Texas, provides administrative and fiscal support for the project, while the day-to-day management functions are carried out by the YFC Project Director, Deputy Project Director, and other onsite staff. The community advisory council was reconstituted and in fall 1996 was in the early stages of development.

MET has contracted with the Edinburg Consolidated Independent School District (ECISD) to develop a school-to-work (STW) system in the district. The school district has control over developing and implementing the system, while YFC provides technical and financial support.

Out-of-School Component

After experiencing difficulties finding a suitable location and arranging for renovations, Edinburg YFC opened the Coordinate Service Center in October 1996. The center provides education classes, and social programs and will coordinate support services provided by other collaborative agencies.

1. *Case Management*

   A social service coordinator performs the primary case manager role. She coordinates services participants receive and refers participants to other service providers, when necessary. Participants will be assessed after they become familiar with the center and the YFC program.

2. *Education*

   YFC plans to offer a number of education classes (such as literacy, ESL, Adult Basic Education, pre-GED, and GED) through the center. These classes will use both computerized curriculum and individualized instruction, as needed.

3. *Employment and Training*

   YFC is planning to create a Career Prep Center where participants can prepare resumes, develop their interviewing skills, research available job opportunities, and access the Internet.

4. *Recreation*

   YFC is planning cultural and recreation activities to attract youths to the other valuable services available through the Coordinated Service Center.

5. *Supportive Services*

   The center started its first parenting class in October 1996, and others are being planned. The Quantum Opportunities Program, Quantum LEAP, offers support groups (discussed in more detail below), which are held at the center. In addition, YFC has asked several local social service providers to set up offices at the center.

In-School Component

ECISD, aided by YFC funds, is implementing STW activities at its two high schools--Edinburg High School and Edinburg North High School. YFC assists the district's efforts by providing information, resources, and in-service training. The district has appointed the assistant principals at the two high schools to serve as STW liaisons and to work with YFC on the development of STW training seminars and materials.

1. *Curriculum and Staff Development*

   Teachers and administrators at both schools are working together to integrate the SCANS objectives into their academic curricula. During summer 1996, more than 40 teachers and administrators met to develop the *Guidebook for Integration of SCANS into Secondary Curriculum*. The lesson plans created from the workshop have been widely implemented in Edinburg High School. Edinburgh North High School has been slower in integrating SCANS into its curriculum.

The two schools have also implemented pilot STW classes. Edinburg High School offers four English classes that include applications in the print and broadcast media. Edinburg North High School offers four math classes with applications in the fields of banking, business, and finance.

2. *Career Development*

At-risk students receive mentoring services and participate in career awareness through the Quantum LEAP program.

3. *Work Experience*

Work-based activities for students have been developed. Students can visit work sites and participate in job shadowing opportunities. Internships and paid work experiences are planned.

4. *Postsecondary Linkages*

The school district is working with the University of Texas-Pan American and other postsecondary institutions as it builds a STW system.

5. *Student Support Services*

Quantum LEAP is a variant of the Quantum Opportunities Program. Two facilitators run four support groups, each with approximately 10 students. The facilitators lead discussions on self-esteem, life skills, and goal setting. Through field trips to employers and guest speakers, the program also emphasizes career awareness. Additional groups are planned.

PROGRAM PROFILE: FORT WORTH, TEXAS

BASIC INFORMATION

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KEY COLLABORATORS: YFC, Incorporated, City of Fort Worth, Fort Worth Independent School District, and Tarrant County Junior College

PROGRAM CHARACTERISTICS

The Target Area

The target area is 12 census tracts on the east side of Fort Worth. The target area, consisting of the contiguous Stop Six and Polytechnic neighborhoods, has a population of about 40,000. The area is mostly African American and has a poverty rate of 33 percent.

The target area includes a multipurpose center and a recreational center. One of two high schools in the target area, Dunbar High School, houses the Dunbar Community School, which provides education services to community residents after school hours. Fort Worth also has a Weed and Seed grant that covers the YFC target area and another neighborhood (Near Southeast).

Governance

The YFC program in Fort Worth is a collaboration among the Working Connection, which is the service delivery area agency for the city of Fort Worth, the Fort Worth Independent School District, and Tarrant County Junior College.

The community advisory board became incorporated and is known as YFC, Incorporated. A 25-member board of directors governs the corporation. Board members are mayoral appointees, most of whom live or work in the target area, and some of whom have held electoral office in the city or state. The board of directors makes programmatic and funding decisions and the Working Connection implements them.

Out-of-School Component

The Center for Continuing Education and Training, YFC's out-of-school center, is located in a strip mall. The center is accessible, spacious, and in a gang-neutral location. When it opened in April 1995, the center was a few blocks outside the original target area; DOL, however, added four census tracts to the target area, thereby including the Center.

The Working Connection staff provides some of the services at the center; other services are contracted out to local organizations. Several of these local organizations are located at the center, thereby providing participants with a one-stop shop for many of their needs.

1. *Case Management*

The center's five case managers conduct the initial interviews with the participants. After participants take the Test of Adult Basic Education (TABE) to assess their educational abilities, the case manager refers the participants to services. Case managers also help participants with personal problems.

2. *Education*

The core of YFC's education services are two programs, both of which are offered at the center. One is a learning center operated by Tarrant County Junior College. The learning center was already operating near the target area but relocated to the center. The learning center provides youths with instruction in basic education skills. The other program is an alternative high school that awards a competency-based high school diploma. The alternative high school is operated by the Fort Worth Independent School District. Participants are assigned to a program based on their TABE scores.

3. *Employment and Training*

Participants can receive training in secretarial skills or graphic arts/printing at the center. The secretarial skills training program is operated by Tarrant County Junior College; the graphic arts/printing program is operated by Fort Worth Independent School District. If participants want to pursue jobs outside the range of the center's training programs, training in other areas is available for them.

The program offers extensive job placement and preparation services. An in-house job developer helps locate jobs for participants and teaches a job search class. A job research room is available.

4. *Recreation*

After extensive review of recreation facilities and programs offered in the city, the board decided that YFC did not need to provide these services.

5. *Support Services*

YFC offers child care subsidies and mentoring services to participants. In addition, the center has given space to the Texas Department of Human Services, the Texas Rehabilitation Commission, and other agencies so they can provide their services to YFC participants in a one-stop center.

In-School Component

School-to-work (STW) activities in Fort Worth are taking place at both middle and high schools. The activities are a mix of career awareness and job shadowing activities.

1. *Career Development*

Dunbar Middle School offers students two classes in career development. One is a social skills training program, which teaches at-risk students social skills they need to function more effectively in today's society. The other is a career investigation class.

At Dunbar High School, students complete a career interest inventory which is used to help them choose a career pathway and to help staff develop shadowing experiences.

2. *Job Shadowing*

At Dunbar Middle School eighth graders and their teachers visit job sites and shadow workers for three days.

Dunbar High School ninth graders can participate in a week-long job shadowing experience. In addition, Dunbar has started an internship program with a few businesses. Job shadows are set up in coordination with the "Schools and Community Partners" program in Fort Worth, a district initiative that, since the late 1980s, has brought employers and schools together.

3. *Curriculum and Staff Development*

Teachers participate in workshops covering topics such as applied and cooperative learning and assessment strategies. In addition, teachers can participate in one-week summer internships during which they can visit employers and work on curriculum integration activities.

STW staff members are also working on integrating vocational and academic curriculum, building SCANS competencies into the curriculum, and ensuring that the resulting curriculum meets the competencies established for the Texas Assessment of Academic Skills. By releasing employees to help YFC and the teachers develop new curricula, employers are also involved in curriculum development.

4. *Postsecondary Linkages*

Not addressed at this time.

5. *Student Support Services*

At Dunbar Middle and High School, STW staff has set up a program called "Persons Armed With Solutions" (PAWS) that uses a diagnostic team approach for helping students who are having problems in school. The middle school also has set up a small mentoring program with employees from participating companies serving as mentors.

PROGRAM PROFILE: FRESNO, CALIFORNIA

BASIC INFORMATION

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KEY COLLABORATORS: Fresno Unified School District, Fresno Private Industry Council, Comprehensive Youth Services, Fresno Police Department, Chamber of Commerce, Department of Social Services, City Planning Department

PROGRAM CHARACTERISTICS

The Target Area

The four-census track area is located in a section of southeast Fresno that has become home to Southeast Asian and Latino refugees. In 1990, 33 percent of the area's 34,422 residents were white, 41 percent Hispanic, 22 percent Asian, and 4 percent African American. The target area has become one of Fresno's poorest; over 41 percent of the city's poor live in the target area. Despite the general poverty, the target area has a middle- to upper-income neighborhood running through it.

The target area contains one middle school and one high school. The middle school, Yosemite, feeds into the area's high school, Roosevelt, and one high school outside the target area, McLane. When YFC was implemented, both high schools were in the process of restructuring their curriculum and developing their school-to-work (STW) component. Roosevelt received a wide array of services through the Community Drug Free School Zone program and the Student Assistant Program.

Governance

Fresno YFC is a collaboration among the Fresno Private Industry Council (PIC), Fresno Unified School District, Comprehensive Youth Services, the Police Activities League, and the Chamber of Commerce. Initially, the PIC contracted with the school district to coordinate YFC's day-to-day operations, but this arrangement was not successful and the PIC has since taken a larger role. Comprehensive Youth Services and the Police Activities League received contracts to provide case management/counseling and recreational services, respectively. The Chamber of Commerce is responsible for developing business/education partnerships.

The program is designed to operate under the resident-directed Community Advisory Board (CAB). The Board has spent much of its existence getting organized. As of the last visit, the main priority of the CAB was to establish a stable funding base.

Out-of-School Component

The program was not able to find a large facility to serve as its out-of-school center. The price of building renovation was too high for landlords to assume for short-term leases, while program funding was considered too uncertain for the partners to be willing to enter into long-term leases. Instead, Fresno YFC operates out of four rented offices located across the street from the two YFC high schools. The offices also house the in-school staff.

The Fresno YFC out-of-school component focuses on three areas--recreation, job training, and education. YFC has subcontracted with the Police Activities League to provide recreational services. Training and employment placement services are provided by the PIC and education services are provided by the school district. Fresno YFC does not have a central intake point; youths can apply directly to the service providers.

1. *Case Management*

Case managers in the Fresno YFC program are linked to services. Participants in employment and training activities, especially those who are JTPA-eligible, are assigned to case managers, as are some of the participants in the counseling component. The employment and training case managers conduct an interview to identify the participants' needs and barriers, and to determine their eligibility for JTPA services. The case managers then work with the participants to develop an action plan. Case managers in the counseling component provide support services to counselors.

2. *Education*

Fresno YFC offers several education programs, including Re-Start, a dropout retrieval program, and the AmeriCorps literacy programs. Re-Start, which provides one-on-one instruction, is housed in one of the YFC offices. Literacy and home language programs are offered by AmeriCorps workers at the center and various community locations. Other education programs include ESL, airbrush classes, and a computer lab.

3. *Employment and Training*

Participants referred to the JTPA program are assessed and, if JTPA-eligible, are referred to job training. Participants entering the employment and training component who lack employability skills are referred to a pre-employment maturity workshop where they learn job search skills and appropriate work behavior. The 50-hour workshop meets twice a week for about a month. Participants who are job ready are either referred to training programs or are placed in the workplace as regular employees or interns.

4. *Recreation*

YFC has contracted with the Fresno Police Department's Police Athletic League to recruit youth from the target area and provide them with recreational activities.

5. *Support Services*

Comprehensive Youth Services provides counseling services to youths with personal problems or who are in crisis. The counselors have also conducted one-session workshops on such topics as anger management, parenting, weight management, stress reduction, and self-esteem.

In-School Component

Fresno YFC is working with the two high schools responsible for educating the area youths--McLane and Roosevelt. YFC's in-school activities have two objectives: (1) dropout prevention, and (2) transition to work. To help students stay in school, the program has been sponsoring community and social events and offering counseling services. In addition, Fresno YFC has been sponsoring programs to help smooth the transition of incoming, at-risk freshmen. Smoothing the transition to work is accomplished through curriculum revision, linkages with employers, and work experience opportunities.

1. *Curriculum and Staff Development*

Fresno YFC has also worked toward expanding the linkages between school and the workplace. The program is helping school staff members restructure the schools by arranging workshops that cover STW issues and by making its resources available to the schools. The YFC staff members assigned to McLane High School are helping school staff members develop career pathways, while the YFC staff members assigned to Roosevelt High School are working with the school's staff to establish nonthematic mini-schools that lead to career pathways in the 11th and 12th grades.

2. *Career Development*

YFC has helped improve career exploration and development at the schools. YFC has persuaded Fresno Unified School District to start its planned upgrade of middle school career centers at the schools that feed into McLane and Roosevelt. In addition, at McLane High School, YFC funds have been used to help purchase a technology lab and computers for the career center to help assess students' occupational interests and to allow students to explore different careers.

3. *Work Experience*

YFC is helping schools implement the Chamber of Commerce's entry level skills standards curriculum. Roosevelt High School plans to introduce the skills standards in the 10th grade, as called for in the curriculum, while McLane has chosen to introduce the standards in the 9th grade, when students enter their occupational pathway. YFC has also made it possible for JTPA program-eligible students to access the JTPA preemployment workshop. Finally, the JTPA program has helped find worksite placements for students and has covered the costs for student wages.

4. *Postsecondary Linkages*

Not addressed at this time.

5. *Student Support Services*

YFC has provided a number of activities intended to keep students in school. Many of these programs were existing programs that are now being funded or otherwise supported by YFC. These include drug-free social events and support groups. YFC has contracted with Comprehensive Youth Services to provide counseling to youths with personal problems or who are at risk of dropping out. YFC staff members also refer students who are on the verge of dropping out to Re-Start, an independent learning dropout prevention program.

YFC has supported programs targeted at students transitioning from middle school to high school. It supports a summer academy for incoming, at-risk freshmen at Roosevelt High School. The academy teaches students skills they need to do well in high school. YFC is also supporting Roosevelt High School's Fresh Start program, which provides support to high-risk freshmen. McLane High School is in the process of developing a similar program (Bridge the Gap) for its at-risk freshmen. YFC staff members also work with Re-Entry program staff members. Re-Entry is a program at Roosevelt High School that tutors ninth graders with four or more Fs, monitors attendance, and works with parents.

PROGRAM PROFILE: INDIANAPOLIS, INDIANA

BASIC INFORMATION

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PROGRAM CHARACTERISTICS

The Target Area

The YFC target area comprises two distinct but adjoining communities: the United Northwest Area and Near Westside. The target area is predominantly African American (68 percent), although the population of Near Westside area appears relatively more mixed than the population of the United Northwest Area. The Near Westside is composed of three distinct neighborhoods: Hawthorne (predominantly white and working class), Haughville (predominantly African American), and Stringtown (predominantly white and poor, with a transient Appalachian population).

Near Westside has received implementation funding for both Weed and Seed and HOPE-VI projects. The work is being coordinated through the Westside Initiatives for Neighborhood Revitalization Board. YFC is represented on the board by a member of its council and, to further facilitate coordination, the office of the YFC director is located in the same place as those for the HOPE-VI and Weed and Seed project coordinators.

Governance

The Indianapolis Private Industry Council (PIC) is the grant recipient and is responsible for overall grant administration. A YFC Council was formed to provide project governance and oversight (including approval of all program components). The YFC Council (which became the Indianapolis Youth Fair Chance, Inc. Board of Directors once it obtained 501(c)3 status) approves all contracts, workplans, budgets, and invoices for the project. The council is composed primarily of neighborhood residents and community leaders, but also includes representatives from the Chamber of Commerce, the PIC, local businesses, and the YFC schools.

Once it achieved its 501(c)3 status in July 1996, the board took over the operation of the out-of-school program. Previously the out-of-school component was operated by Opportunities Indiana, a for-profit, limited liability corporation established by Goodwill and The Training Institute.

Out-of-School Component

The Indianapolis YFC center is in the Eagledale Shopping Center in the United Northwest Area. The core YFC out-of-school services are assessment, case management, and job placement.

1. *Case Management*

Case managers in the Indianapolis YFC program are responsible for assessing the participants, helping them develop a service plan, referring participants to appropriate service providers, coordinating services, and following up with participants at least once a month. The case managers work closely with other YFC provider staff members.

2. *Education*

Participants are referred to existing Adult Basic Education, GED, and college preparation programs in the community. The program also offers scholarship and tuition assistance (up to $7,500 per year, per participant) to area youths who enroll in postsecondary institutions.

3. *Employment and Training*

Participants interested in occupational training are referred to existing training programs. Participants have been referred in the construction and building trades, office work, as certified nurses' aides, cosmetology and barbering, and child care.

The program has a job placement service for participants who are looking for work. The job placement staff is responsible for following up with the participant and for providing counseling and assistance as needed to ensure the participant and the employer are satisfied.

4. *Recreation*

YFC operates two recreation sites--one in cooperation with the Weed and Seed initiative in the Westside Cooperative Organization (WESCO) community and the other in the United Northwest Area (UNWA) area. Activities offered include, but are not limited to, after-school programs and recreational and cultural field trips.

A YFC/Weed and Seed Recreation Coordinator administers a small-grants program for local organizations to provide recreational activities for children and/or youth. Organizations can apply for up to $3,000 but must also have matching funds to carry out the proposed activities.

5. *Support Services*

The YFC out-of-school program offers participants transportation, child care, and shelter allowances. Case managers are responsible for helping participants locate suitable child care providers. In addition, YFC participants can receive allowances to cover work-related expenses. The program has established a voucher system with various local vendors for work clothing, equipment and tools, and supplies. The program will also cover the fees for licenses and certificates up to an established maximum.

In-School Component

The YFC initiative focused on Northwest and Ben Davis High Schools, two high schools with a relatively large proportion of youths from the target area, and several junior high schools. The YFC program at Northwest High School has been used to support school-to-work (STW) activities already planned. At Ben Davis, YFC funds supported the creation of a targeted program for at-risk Northwest youths. YFC is also developing after-school programs for area youths who attend other high schools because of busing or the Select Schools program, a magnet school program that encourages innovative instruction methods.

1. *Curriculum and Staff Development*

Northwest High School is establishing two curriculum options for all students (tech-prep and tech-plus) and three occupational clusters (applied technology, business management, and health and human services). The school is also involving representatives from businesses in the school's curriculum realignment efforts. Ben Davis' curriculum development plans feature a basic skills enhancement program and a series of strategies-for-success seminars for YFC students.

2. *Career Development*

The YFC/STW program at Northwest incorporates a career center and a career counseling/exploration class for freshmen. YFC staff at Ben Davis were expected to help their assigned students make career-oriented choices regarding the school's curricula.

3. *Work Experience*

YFC funds have been used at Northwest to expand apprenticeship and other work-based learning opportunities by working with representatives from local business and developing mentoring, shadowing, and internship opportunities. The YFC program at Ben Davis features a half-time internship coordinator who is responsible for developing senior-year internships for the target area students.

4. *Postsecondary Linkages*

Northwest High School is developing articulation arrangements with local colleges and vocational schools.

5. *Student Support Services*

The YFC program at Ben Davis High School features a transition specialist for each grade level and junior high instructors at each of three feeder schools to work with at-risk students from the YFC target area. The two primary responsibilities for the YFC transition specialists and junior high instructors are to help their students (1) make choices regarding school curricula, and (2) improve their academic and social skills. YFC staff members are also expected to conduct home visits, assign both in-school and out-of-school mentors to each YFC student, and network with local agencies and community-based organizations to seek services and/or funding to meet their students' special needs.

PROGRAM PROFILE: KNOX COUNTY, KENTUCKY

BASIC INFORMATION

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KEY COLLABORATORS: Kentucky Communities Economic Opportunities Council, Eastern Kentucky Concentrated Employment Program, Inc., Kentucky Technical Vocational School, and Lynn Camp High School

PROGRAM CHARACTERISTICS

The Target Area

The target area, Knox County, is located in the Appalachian region of southeast Kentucky. This rural county encompasses 387 square miles and has a population of 29,676 (38 percent of whom are below the federal poverty guidelines). There are 7,313 youths ages 14 to 30, and 50 percent of them are in poverty. The per-capita income is $9,195 lower than the state's median income of $13,823. The population is 98 percent white, 1 percent African American, and 1 percent Native American.

Local employment is mostly in wholesale/retail trade, contract construction, government, and light manufacturing. The major industry used to be coal mining, but that industry has largely disappeared.

Governance

The Knox County YFC program is operated by the Kentucky Communities Economic Opportunity Council, a local, community-based organization with a long history in the county. A 21-member Community Resource Advisory Council has been established to make decisions about the design of the YFC program and the allocation of the budget. Members on the council include representatives from schools, human service agencies, industries, parents, and participants. Other interested individuals can attend meetings but cannot vote. The bylaws also establish several committees that design and regulate different aspects of the program. The Kentucky Communities Economic Opportunity Council, as the operator of the program and interpreter of federal requirements, has substantial influence over the program. In particular, the council hires staff members for both the in-school and out-of school components and has fiscal responsibility for the program.

Out-of-School Component

In February 1995, the YFC program established a Learning Center for out-of-school youths in Barbourville, the county seat. Case management services, education classes, and periodic workshops are offered at the center. The center also offers participants some project-based activities.

Initially, the center provided services to in-school students from Knox Central as well as out-of-school youths, but this practice was discontinued because the response was greater than expected and, consequently, youths could not be served effectively. One of the center's attractions was that it paid stipends to everyone who spent 20 hours or more per week in center activities. This practice was discontinued, although stipends are paid for time spent on project-based activities.

1. *Case Management*

The center is staffed by case managers who conduct in-depth assessments, help participants develop individual service strategies, and follow up with participants. Those needing family, social, and counseling services are referred to other providers.

2. *Education*

GED and literacy programs are available to participants if they require more than a year of education credits for a high school degree. Those requiring less than a year of education for their diploma are referred to the night school at Lynn Camp High School. The TABE test is administered to assess the participants' academic abilities, and participants are referred to the literacy or GED program based on their performance. YFC pays the GED examination fee up to two times. As of fall 1995, the center began emphasizing self-paced GED instruction combined with project-based team activities for anyone without a high school diploma or a GED.

3. *Employment and Training*

Once youths receive a GED, they can be placed in work experience positions or in training. Job developers work with the participants to prepare them for employment and training activities and help them find employment. When participants are placed with employers, YFC pays one-half of the total wages and benefits package for an initial period.

YFC has also developed projects for youths who don't have a GED or diploma. YFC will pay the youths' minimum wage for their work on these projects.

The out-of-school program can refer youths to computer and automotive classes at the Vo-Tech school. YFC funds were used to upgrade the equipment for those classes.

4. *Recreation*

In the first year, the YFC center sponsored two one-time recreation events--a three-man basketball tournament and laser tag--designed to publicize the center. In the second year, it developed a plan with the city of Barbourville to fund a recreational director position using both city and YFC funds, with the city eventually assuming 100 percent of the cost, over a two-year period. The recreation director was hired at Christmas 1995.

5. *Support Services*

Participants with day care needs are referred to a local day care center (where the program has slots for its participants) or to other certified day care providers. YFC also purchased a van to transport participants to and from the center and jobs.

The program also offers periodic life skills classes that cover such topics as cardiopulmonary resuscitation, spouse and child abuse, and AIDS. The AmeriCorps workers provide assistance in parenting, public safety, college preparation, and environmental issues.

In-School Component

YFC activities in Knox County are taking place in Lynn Camp High School, the smaller of the county's two main high schools. The program has helped equip and staff a career center at the school and has provided students with work experience opportunities. The program has also upgraded the equipment at the county's Vo-Tech school.

1. *Curriculum and Staff Development*

YFC has arranged for several in-service training sessions on project-based instruction, skill standards, and active learning. The purpose of these workshops is to encourage teachers to use more project-based teaching methods. In addition, YFC would like to include work experience during the school year in the curriculum.

2. *Career Development*

The central in-school component of the YFC program is a career center operated in conjunction with Lynn Camp High School. The center is equipped with computers and software on careers and college opportunities. The staff administers job inventory and assessment forms to students and provides students with information on careers that align with their interests. They also help students apply to college and for financial assistance.

The Knox County YFC program spent part of its grant upgrading the equipment at the county Vo-Tech school. This equipment is being used primarily in the standard half-day, vo-tech program for high school students.

3. *Work Experience*

The center conducted a work experience program during summer 1995 that involved 65 students. During each week of a six-week period, students spent 10 hours at a work site and 10 hours at the career center. Fifteen of the 65 students worked in three student-run industries--landscaping, a preschool computer class, and advertising for the center. The rest of the students worked for private or public employers. The YFC grant was used to pay the student wages. A work experience program was also run in summer 1996.

The school, with the support of YFC and a local bank, has established a student bank operated by seniors in the marketing class. YFC funds were used to purchase materials for the class.

4. *Postsecondary Linkages*

The career center provides Lynn Camp students with career guidance and help with college and financial aid applications. These efforts have led, in the first year, to a five-fold increase in the number of college acceptances among Lynn Camp seniors.

5. *Student Support Services*

A Quantum Opportunities Program was started for ninth graders. Students in the program engage in learning and cultural activities and are expected to perform community service. Students are paid based on their level of participation. A similar program was started for seventh and eighth graders, but without the stipend.

PROGRAM PROFILE: LOS ANGELES, CALIFORNIA

BASIC INFORMATION

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KEY COLLABORATORS: Los Angeles Community Development Department, Los Angeles Unified School District, Pacific Asian Consortium in Employment, Ketchum YMCA

PROGRAM CHARACTERISTICS

The Target Area

Westlake, the primary target area, has a population of 25,080. The target area lies to the immediate west of downtown Los Angeles, separated from it by the Harbor Freeway. Forty-two percent of the population lives below the poverty line; many are the working poor. Eighty-four percent of the residents are Hispanic; the rest of the population is primarily Asian. Unlike many other predominantly Hispanic areas of Los Angeles, Central American natives from countries other than Mexico, and their descendants, comprise the largest number of Latino residents in this community. Westlake and the neighboring community, Pico Union, are considered port-of-entry neighborhoods for immigrants, both legal and illegal. The area has a prevalence of domestic violence, drug dealing, and gang activity.

Belmont High School, located in the target area, has a catchment area that extends beyond the target area. It is one of the largest high schools in the nation, with a student body of 7,500. Because of overcrowding at Belmont, 3,000 students from the catchment area must be bused to other schools; the in-school program does not target these students.

Governance

The Los Angeles YFC program is administered by the Los Angeles Community Development Department, which administers and monitors JTPA programs for the local private industry council. The Community Development Department staff administering the program consists of an executive director and a secretary. An executive board has also been established to help the program make policy decisions. The board is comprised primarily of influential business, government, and labor representatives. The board also includes several representatives from local community-based organizations. The board has placed the program under Community Partners, an umbrella organization that provides administrative and fund-raising assistance to nonprofits. To help YFC coordinate its activities with other area service providers, YFC has established a Resource

Coordinating Team, an open-membership group that meets quarterly to exchange information on services and to develop service plans for the area.

Out-of-School Component

Los Angeles YFC has contracted with the Pacific Asian Consortium in Employment and the Ketchum YMCA to provide, respectively, case management and recreation services to out-of-school youths. The out-of-school program operates out of a large (54,000 square feet) two-story building, on the eastern edge of the target area, that is being leased to the program for $1 a year plus upkeep expenses. In addition to case management and recreation, out-of-school services include support groups and job preparation.

1. *Case Management*

Case management services are available to youths in the Los Angeles YFC program at Westlake. The case managers are specialists, and participants generally are assigned case managers based on their needs. The case managers assess the participants' needs through an unstructured interview. Depending on their needs, the participants are referred to other providers, both those affiliated and not affiliated with YFC. The case managers make follow-up contacts with participants at intervals of 10 working days.

2. *Education*

The YMCA's scholarship workshop provides youths with information on college applications and financial aid. AmeriCorps workers conduct a college-bound activity at the middle school, where students are taken on field trips to colleges and cultural events. AmeriCorps workers also conduct a literacy workshop in the center.

The center houses an alternative school run by the Los Angeles County Office of Education. The class is open to both YFC and non-YFC residents.

The center also has a computer lab equipped with computers donated by IBM. Participants use the computers to improve their keyboard and reading skills and to prepare job resumes. The alternative school and workshop instructors can reserve the computer lab for their classes.

3. *Employment and Training*

YFC case mangers run several job preparation workshops, including a five-week Spanish-language evening workshop, one-on-one sessions for job ready participants, and an eight-week job preparation workshop for those who are not job ready. The 8-week workshop has since been merged with the YMCA's Moving On Up workshop into a single 16-week workshop.

Participants seeking employment and training services are referred to local providers. The center houses two non-YFC-funded employment and training related programs. The programs are the Pacific Asian Consortium in Employment/Search to Involve Filipino Americans Youth Build Program (a training program for construction trades) and the Employment Development Department's Youth Employment Opportunity Program (a school retention/retrieval and job placement program).

4. *Recreation*

The Ketchum YMCA provides structured recreational activities for participants. The YMCA sponsors a sports league, art and cultural activities, and special events (such as camping trips). In addition, the YMCA operates a fitness room at the center. The YMCA requires those who participate in the recreational activities, or who use the fitness room, to take one of its two life-skills-type workshops. (See Support Services.)

5. *Support Services*

The center has a variety of support services for youths. The YMCA conducts two life skills workshops; both are required activities for youths in the recreational programs. Teen Lead is a workshop for teenagers, and Moving On Up is a workshop for young adults. The Moving On Up workshop is also linked to the YFC job preparation workshop. The YFC case managers offer workshops on gang awareness, Girl Talk (a support group for teen women), and Hombre (a workshop for young fathers). In addition, AmeriCorps workers conduct a Mothers' Net group that provides mothers with information on services available in the community.

The center also houses the Ramparts Police Department's Jeopardy program. The Jeopardy program tries to prevent youths from joining gangs by having the Jeopardy officer work with at-risk youths and their parents. The YFC case managers are also engaged in gang intervention work, in particular, trying to establish a truce among the area's many gangs.

In-School Component

The YFC in-school program is located in Belmont High School. The YFC in-school staff is helping the high school develop its school-to-work program. YFC staff members have developed and implemented the career assessment procedures for students and have helped the school develop career academies.

The Los Angeles Unified School District will build a career academy high school in the target area within the next several years, and Belmont will continue initiatives begun under the YFC grant.

1. *Curriculum and Staff Development*

YFC staff members developed a more structured curriculum for Belmont High School's Education Career Planning class, a semester-long career exploration class required of all ninth graders. The class covers job search and employability skills, communication and study skills, career exploration, and self-esteem building. YFC also purchased videos and other materials to supplement instruction and, during the first year, arranged for speakers and field trips.

The YFC staff is also helping Belmont develop its career academies. They are working with teachers in the printing/graphics and business departments to set up their academies. The academies will be taught by teaching teams using interdisciplinary projects. YFC arranged for a five-day workshop on team building and integrated lessons.

2. *Career Development*

YFC established a career center at Belmont, which is equipped with computers and Guidance Information System software. The YFC staff also administered interest inventories and other career assessment instruments to all ninth graders. The students used the results to investigate career options in their Education Career Planning class.

The program used its funds to purchase and staff a 15-module technology core lab. Each module introduces students to a particular career cluster. Students complete seven to eight modules a semester.

3. *Work Experience*

The academies being developed will offer students some level of work experience.

4. *Postsecondary Linkages*

The printing academy has worked out an articulation agreement with Los Angeles Trade Tech and Los Angeles Community College. The agreement allows students to earn college credits while in high school.

5. *Student Support Services*

Not addressed at this time.

PROGRAM PROFILE: MEMPHIS, TENNESSEE

BASIC INFORMATION

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PROGRAM CHARACTERISTICS

The Target Area

The target area covers eight contiguous census tracts in south Memphis. Located in the target area are LeMoyne-Owen College (a historically black college) and a newly remodeled public high school, Booker T. Washington. Booker T. Washington High School is one of the two sites (Central High is the other) for the in-school component of the YFC initiative.

The eight census tracts that make up the target area include the three poorest tracts in Memphis. The percentage of people living below the poverty level ranges from a low of 40 percent in one tract to a high of almost 80 percent in another. The target area population of just under 25,000 is primarily African American. Gangs are a major problem in the target area. Each of the five housing developments in the target area has a strong gang presence.

The mayor recently selected one of the census tracts in the target area to be Memphis' first Strategic Development Zone; this should provide a number of economic development activities in the area. There is also a "Weed and Seed" program in Memphis, which covers part of the YFC target area.

Governance

The Community Resource Board, with the support of the private industry council (PIC), is the main governing entity of the Memphis YFC project. Memphis Partners, Incorporated, a local community-based organization and the original lead agency, is one of the project's many service partners. Another community-based organization, Free the Children, has taken over the administrative functions (such as payroll and benefits) of the project. The YFC project director, on leave from Memphis City Schools, reports to the Community Resource Board and implements its decisions.

The Community Resource Board, which met for the first time in February 1995, has been chartered and has applied for its 501(c)3 designation. Board members spent several months finalizing the

Community Resource Board's bylaws and setting up the board's structure. The board's chairperson and other key board staff work closely with the new project director.

Out-of School Component

Unsuccessful in its efforts to acquire a large facility for its Learning Center, the Memphis YFC program operated out of the Martin Luther King Center and at other community facilities. The Martin Luther King Center, which is run by the school district, houses non-YFC community programs.

The Memphis YFC out-of-school component offers outreach, case management, life skills, occupational training, and (through AmeriCorps) educational services.

1. *Case Management*

The case manager is responsible for conducting an assessment of the participant, referring participants to program activities, working with participants to remove barriers that prevent their participation, and providing encouragement to participants.

2. *Education*

The program offers two GED programs, one at the main YFC office and the other at an elementary school. Participants needing Adult Basic Education services are referred to area providers.

AmeriCorps provides GED preparation and adult literacy tutoring and operates a homework center for youths at one of the area's five housing projects.

3. *Employment and Training*

YFC enrolled participants in after-school cosmetology and carpentry classes at the high school. Other YFC participants have enrolled in a YWCA training program in nontraditional careers for women. Participants have also been referred to a 10-key training program and programs at the postal service and Roadway Packaging.

The program has a job placement service for participants. The program initially relied on program staff members for job development activities, but it is now planning to rely on the Urban League for those services.

4. *Recreation*

YFC has sponsored an aerobics class at a local elementary school and a gymnastics class at a gym it will be taking over from the Memphis Housing Authority. In addition, AmeriCorps workers have arranged for a Tae Kwon Do class for youths at one of the housing projects and a tennis class at a city park.

5. *Support Services*

The Memphis YFC program has an empowerment class that seeks to enhance self-esteem through positive-thinking exercises and by working toward self-improvement goals. The 195-hour class is held at a nearby church three days a week for 13 weeks.

In-School Component

The Memphis YFC program is working with the school district's two school-to-work (STW) coordinators to develop a STW plan for the target area schools that will serve as a pilot for the rest of the district. The plan will be part of the school district's overall STW plan, which encompasses grades kindergarten through 12. The plan calls for elementary school students to participate in career awareness activities and junior high school students to receive career orientation and exploration services. High school students will receive instruction in career preparation and specialized skills. In the 11th grade, students will declare a career path. There will also be connections to postsecondary programs.

1. *Curriculum and Staff Development*

YFC staff members will encourage curricular reform in the schools. In the high school, YFC staff members are beginning to work with English teachers to add work-based experiences into their curriculums.

2. *Career Development*

YFC funded a technology lab, which will enable Booker T. Washington High School to offer students a career path in communications, media, and design.

3. *Work Experience*

The high school had co-op education and apprenticeship programs that predated YFC. YFC staffed a job developer position to help students find employment.

4. *Postsecondary Linkages*

Booker T. Washington High School had already developed postsecondary linkages under Tech Prep.

5. *Student Support Services*

YFC staff provides support services to students in the middle and high schools. A case manager coordinates services. During the 1995-1996 school year, the YFC middle school staff provided tutoring and mentoring activities for students, while the YFC high school staff worked with seniors who had no plans for the following year.

YFC also runs an after-school tutorial session for middle school students who have failed two or more subjects.

PROGRAM PROFILE: NEW HAVEN, CONNECTICUT

BASIC INFORMATION

CONTACT PERSON:

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KEY COLLABORATORS: Regional Workforce Development Board/Private Industry Council, YFC Management Committee, and New Haven Board of Education

PROGRAM CHARACTERISTICS

The Target Area

The target area has a population of 22,985 and spans most of the Hill, Dwight, and West River neighborhoods in New Haven. The northern side of the target area is adjacent to New Haven's downtown and the campus of Yale University. The target area has a relatively young population, with 28 percent of the residents between ages 14 and 29. Minorities make up more than 50 percent of the population, and 6 of the blocks in the target area are among the poorest 10 blocks in the city. An economic profile of the target area by census tract shows that anywhere from 28 to 40 percent of families in a given tract live below the poverty level. While New Haven has sustained substantial job losses in manufacturing firms, the variety of academic and medical institutions has contributed to a growing biotechnical industry.

Governance

The Regional Workforce Development Board, which also administers the JTPA program, has played a central role in developing and managing the New Haven YFC initiative. The Regional Workforce Development Board developed the YFC grant application, helped develop the design of the out-of-school program, and is the fiscal agent for the grant. The YFC in-school program is run by the New Haven Public Schools' Career Service Office.

The out-of-school program is now receiving direction from three governing bodies: (1) the Regional Workforce Development Board, (2) a management committee selected by the mayor, and (3) a Youth Advisory Board selected by participating youths. While the Regional Workforce Development Board has focused on fiscal issues, the Youth Advisory Board has helped select some of the principal out-of-school program activities. The management committee--which originally consisted of representatives from neighborhood service providers and public agencies--was expanded to include more target area residents and representatives of the Youth Advisory Board.

Out-of-School Component

The out-of-school staff is housed in the YFC Learning Center, which opened in June 1996. YFC shares the recently renovated building (which is located on the southern boundary of the target area) with the New Haven Board of Education. The YFC Center occupies approximately 36,000 square feet; it includes a computer lab, a visual arts studio, a karate studio, a small gym, and the offices of several community-based organizations.

1. *Case Management*

Case management is provided by the program's Neighborhood Development Workers. In addition to their case management duties--recruitment, intake, assessment, and referrals--the workers are responsible for specific youth activities (such as organizing recreational programs, working with the Youth Advisory Board, and staffing the center's computer lab).

2. *Education*

The Learning Center has a computer lab equipped with software for TABE testing and self-paced GED instruction. In addition, in its section of the building, the New Haven Board of Education is operating a transitional academy for high school dropouts.

YFC has also contracted with other organizations to provide YFC participants with mentors and tutoring.

3. *Employment and Training*

Center staff members will give participants training vouchers and help them select a local training program. Participants also have access to job training at one of the city's job training providers, as well as job preparation workshops, career awareness activities, and internships.

The center houses a visual arts class and has space for Michael Bolton's CitiKids program, which offers classes in music and video production, drama, and dance.

4. *Recreation*

The center has a small basketball gym. YFC has also contracted with local organizations to provide art instruction, self-defense classes, and a health workshop at the center. In addition, a local provider has a contract with YFC for roller skating activities.

5. *Support Services*

Two day care centers are located at the center. The Learning Center has ready access to day care slots for children of YFC participants.

In-School Component

YFC funds are being used to expand New Haven's citywide school-to-work (STW) initiative, which is also receiving funding through a local implementation grant from the federal STW office. While the STW initiative covers each of the city's three major high schools, a substantial number of residents of the YFC target area are participating. Approximately 30 percent of the students in internships and 25 percent of those in courses granting college credits were target area residents.

1. *Curriculum and Staff Development*

The Regional Workforce Development Board, which coordinates the federal STW Local Implementation Grant, sponsored regional workshops for employer mentors and teachers. The workshops for teachers covered labor market trends, employers' skill requirements, and techniques for integrating school and work site activities. The Regional Workforce Development Board also sponsored summer internship work site experiences for interested teachers.

2. *Career Development*

All 9th to 11th graders, and some 8th graders, complete a computerized career interest assessment. The students receive guidance from Career Service Office staff members and school guidance counselors on career goals and course selection. Most students are also given the opportunity to visit workplaces or have a job shadowing experience.

3. *Work Experience*

Students in the schools' internship program are placed in positions related to their career interest. The students work 10 hours a week and are paid $5 an hour. The employers and the students negotiate the work schedule; most of the students work weekday afternoons or early evenings. Students are evaluated by their employers and the evaluations are taken into account in determining the students' grades.

4. *Postsecondary Linkages*

Students can earn up to 14 college credits by taking classes that are articulated with local community colleges. Approximately 30 high school courses have been approved by the local community college including ones in English, math, and science.

5. *Student Support Services*

Prior to being placed in the workplace, students take a two-month internship class covering work-readiness skills, such as job finding, job keeping, and interpersonal skills.

YFC funds have been used to hire Career Service Office staff in each high school. These staff members provide career guidance to students, screen internship students, recruit employers for internship placements, match students to placements based on their career interests, and conduct monitoring visits to the workplace.

PROGRAM PROFILE: RACINE, WISCONSIN

BASIC INFORMATION

CONTACT PERSON:

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KEY COLLABORATORS: Southeastern Wisconsin Private Industry Council, Racine County Human Services Department, Gateway Technical College, Racine Unified School District, Racine County Development Corporation, Racine Area Manufacturing and Commerce, City of Racine, and Racine United Way

PROGRAM CHARACTERISTICS

The Target Area

The target area is nine square miles and has a population of almost 22,000. In the target area, 64 percent of the population is African American or Hispanic, and 38 percent of the area households are living at or below the poverty level. The area includes a city hospital, 11 of the 20 largest companies in Racine County, and the downtown area. Also located in the community are two small alternative high schools (one prepares at-risk students for entry-level jobs and the other uses nontraditional methods to reach students), three middle schools, and Gateway Technical College. Most of the area youths are bused to three traditional comprehensive high schools located outside of the target area. Three community centers, which have been the center of gang activity, are located in the target area.

Governance

Racine's YFC program grew largely out of the efforts of the Racine County Human Services Department, with the strong support of the county executive. They were supported by the Racine Unified School District, the Southeastern Wisconsin Tri-County Private Industry Council (PIC), and other government, education, and community organizations. The PIC, the grant fiscal agent, turns over 95 percent of the funds to the Racine County Human Services Department, which serves as the fiscal agent for the YFC Resource Board.

The Racine YFC program is governed by a resource board made up of a mixture of community representatives and representatives of noncommunity organizations, including large government organizations. The Resource Board is responsible for making policy and contract decisions, selecting service providers, and monitoring program performance. Neighborhood and youth councils have been established to advise the Resource Board; however, their role has diminished over time. The program also has an Oversight Committee made up of the executives of the major government organizations to monitor the program, but it has remained in the background.

Out-of-School Component

The YFC staff is located in a two-story house in downtown Racine that the Racine County Human Services Department loaned to the program. The staff consists of the program manager, a secretary, three community liaisons, and a case manager. Also located at the office is a school district administrator contracted by YFC to help the program develop and implement its school-to-work (STW) plan. Racine YFC's out-of-school component offers three types of services: recreation, job training, and education. YFC-funded programs are typically located in the providers' facilities.

1. *Case Management*

A case manager was hired in January 1996 to handle intake and assessment for its job training programs and to provide support and follow-up services to the trainees.

2. *Education*

A NovaNet lab, a computer-based learning program for older, out-of-school youths, is housed at the YFC office. The program is sponsoring the summer Aviation and Space Academy for high school students and has a Scholarship/Last Chance Program that pays the GED tuition for youths who cannot afford the cost.

YFC has also funded Main Gallery, a summer art and cultural program, and Summer Training and Education Program, a tutorial and work experience program for youths in grades 3 to 8.

3. *Employment and Training*

Job training services co-sponsored by YFC include short-term (12 to 26 weeks) job training at Gateway Technical College and a nine-week carpentry preapprenticeship program. Both of these programs combine classroom training with work experience opportunities.

4. *Recreation*

The recreational programs YFC currently funds are Breakaway, a midnight basketball program for older youths; REACH, a recreational program for younger youths; Youthful Inroads, a music instruction program for school-age youths; and Calendar of Events, a recreational and civics program that sponsors special events.

5. *Support Services*

Not addressed at this time.

In-School Component

Much of YFC's school-related efforts have been dedicated to complement the plans for a STW system. The plan, which has been approved by the YFC resource board and the Racine Unified School District, assumed the school district would be receiving federal STW Implementation Grant funds to develop new STW activities and further assumed entry standards for work-based activities would remain unchanged. Thus, many of the youths from the target community would not qualify for these opportunities because they either have dropped out of school or do not meet the entry requirements. The YFC in-school program is intended to be a bridge that would enable students from the target community to take advantage of the STW opportunities being developed. The YFC's STW committee is responsible for monitoring the implementation and operation of the YFC's STW program and must approve any material and equipment purchases made with YFC funds.

1. *Curriculum and Staff Development*

Not addressed at this time.

2. *Career Development*

The program plans to use some of its funds to purchase a career lab for one of the regular high schools and one of the alternative high schools.

3. *Work Experience*

The program offers students at Park High School a carpentry preapprenticeship program identical to the one offered to the out-of-school participants. YFC also funds the in-school component of the Summer Training and Education Program.

4. *Postsecondary Linkages*

Not addressed at this time.

5. *Student Support Services*

The Racine YFC program sponsors a Quantum Opportunities Program that targets ninth graders at one of the district's three high schools.

The YFC's STW plan calls for the hiring of two case managers to work with youths from the target community at one of the high schools and one of the middle schools. The case managers would create support groups to keep students in school.

PROGRAM PROFILE: SEATTLE, WASHINGTON

BASIC INFORMATION

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KEY COLLABORATORS:	Seattle-King County Private Industry Council, Seattle Public School District, Highline School District, Southwest Youth and Family Services, South Park Advisory Council

PROGRAM CHARACTERISTICS

The Target Area

The target area is 6.5 square miles in southwest Seattle and has a population of 24,575. The area covers two municipalities, two housing authorities, two school districts, two chambers of commerce, and two police precincts. The area consists of the City of Seattle neighborhoods of Delridge, High Point, and South Park, and the unincorporated King County neighborhood of White Center. The population is overwhelmingly young with 51 percent of the residents less than 30 years old. Twenty percent of the population is Asian or Pacific Islander, 12 percent is African American, 8 percent is Hispanic, and 61 percent is white. Twenty-six percent of the population lives in poverty. Youths between the ages of 16 and 19 have an unemployment rate of 21 percent, and 22 percent are not in high school or have not graduated from high school. The airline industry is a major employer in the Seattle area, and Boeing is located relatively close to the target area.

Governance

The Seattle YFC program was initiated by the Seattle-King County Private Industry Council (PIC), which has played a major role in governance and is the program's fiscal agent. It has made most of the funding decisions based on the initial plan, which had community input. Southwest Youth and Family Services was chosen to operate the community center and the two local high schools, Chief Sealth (a Seattle public school) and Evergreen (a public high school in unincorporated King County), agreed to operate in-school programs. The decisions about the structure of the in-school services have been made within the schools with some PIC input. The decisions about the community center services have been made by Southwest Youth and Family Services, a local community-based organization, with PIC input and some community input from Council members.

A leadership council has been formed consisting of community stakeholders, including residents; youth; and education, business, labor, government, and service providers. Meetings are open to all interested parties. The council has not played a major governance role in YFC, although it has had control of a small portion of the budget and was involved in screening and selecting most of the community center staff. Much of its time has been spent trying to define the council's role and establish a formal governing structure. The council has adopted a mission statement, a strategic plan, and an organizational structure.

Out-of-School Component

The Seattle YFC program operates a community career center in High Point and a satellite mini-career center in the South Park Recreational Center. The High Point center opened in April 1995 and the satellite center opened a year later. The centers are designed to function as "one-stop" service centers for integrated education, career development, and life skills services. The Seattle YFC out-of-school component emphasizes education and, to a lesser extent, case management for youths who need substantial assistance.

1. *Case Management*

Case management services are targeted to individuals who need the program's core services. The case managers assess the participants and direct them to the appropriate service providers, both within and outside the program. One of the case managers coordinates and maintains relationships with apprenticeship programs. Case managers can also authorize up to $700 per participant for support services.

2. *Education*

The education component includes a high school reentry program, GED, and ESL. The high school reentry program, which provides instruction in reading, writing, math, and history, is for youths interested in returning to the 9th, 10th, and 11th grades. The ESL class includes instruction on "survival skills" and norms in the American workplace.

3. *Employment and Training*

Short-term computer classes covering computer applications and the upgrading of computer skills are taught at the center. Participants interested in other types of training are referred to local providers.

The center offers career development activities. Workshops are held on resume writing, interviewing, and general job search techniques. In addition, a career development specialist works with participants on career development plans, including setting up internships and job shadows.

The career development room at the center is equipped with computers linked to various job banks. A coordinator is responsible for career development services and for serving as a liaison with apprenticeship programs. Program staff members also try to find work experience and internship opportunities for the participants. Each work placement/internship begins with job shadowing.

YFC plans to implement a program that will provide youth ages 14 to 17 with their first paid work experience and a community service program offering youth 20 hours of volunteer work.

4. *Recreation*

There are no recreation facilities at the center. Plans for recreation were shelved with the cutback in YFC funding. The program is, instead, collaborating with recreational centers to develop recreational activities for youths.

5. *Support Services*

Participants can receive up to $700 each to cover sundry expenses, including rent, utilities, and car repair. In addition, participants can receive subsidies to cover transportation and other costs. AmeriCorps members provide counseling and resources for pregnant or parenting teens.

In-School Component

The YFC in-school component is housed at two area high schools, Evergreen and Chief Sealth. YFC has focused its school-to-work (STW) activities on the ninth grade, primarily on career development. The in-school component at Evergreen High School was operational in the 1994-1995 school year. The staff at Chief Sealth spent the 1994-1995 school year primarily on planning, although it was able to offer some career development activities. Both of the high schools have integrated the YFC activities with their STW plans.

1. *Curriculum and Staff Development*

Both schools provided teachers with staff development activities. The teachers at Evergreen met with employers who told them what they want students to know. In addition, some of the teachers spent the summer with employers to learn about the jobs performed at their companies. Teachers at Chief Sealth attended a four-day workshop on Total Quality Learning to improve their teaching and were provided opportunities for training on STW.

Beginning in the 1995-1996 school year, all ninth graders at Chief Sealth were block scheduled in Language Arts and Social Studies using a curriculum that incorporates teaching devices like projects and portfolios and focuses on developing SCANS skills and competencies.

2. *Career Development*

In the 1994-1995 school year, the ninth graders at Evergreen High School participated in career awareness activities--developing resumes and portfolios, job shadowing, and tutoring elementary age children. Career center staff members and teachers were involved in these activities through the Washington State history class taken by all ninth graders and the homeroom class run by the teacher/advocates. The career center also helped older students with part-time work assistance and with college and scholarship applications. In the second year, student mentors, who meet with the ninth graders once a week, and business mentors, who meet with the students once a month, were added to the career awareness activities. The teacher/advocates continued working with 10th graders.

In fall of the 1994-1995 school year, ninth graders at Chief Sealth spent about four days in the career center setting up portfolios, working on resumes, hearing about the job application process, and examining what jobs they were interested in. This activity was followed by job shadowing in the spring. The freshmen were also taught SCANS skills and competencies in their Language Arts and Social Studies classes.

3. *Work Experience*

Both of the high schools have internship programs. Evergreen has unpaid internships with a local Veteran's Administration hospital where students work 20 hours a week and can earn up to four credits. Chief Sealth is participating in internship programs with Boeing Aircraft and the Swedish Hospital.

In partnership with YFC's Community Career Center, a joint-marketing strategy and database have been created to coordinate relationships with local employers.

4. *Postsecondary Linkages*

Both schools have articulation agreements with the local community college.

5. *Student Support Services*

The program operates the "Bridge" program at Evergreen's primary feeder school, Cascade Middle School. The program attempts to smooth transition to high school and increase retention by offering career development and life skills summer activities to at-risk incoming ninth graders.

Evergreen High School has a "Home Team" mentor program, where ninth graders are assigned to teachers during a dedicated class period. The teachers provide students with academic guidance, career development, and other types of support. The program has been expanded to the upper classes and businesses have been invited to "Adopt a Home Team" class.

Chief Sealth will be implementing the "Home Team" mentor program. The high school currently has a ninth-grade self-esteem class for kids most at risk of dropping out.